

TOWN OF ALFRED  
COMPREHENSIVE PLAN

VOLUME 1:  
PLAN SUMMARY

2002



**TOWN OF ALFRED**  
**Office of the Selectmen**  
**PO Box 667**  
**Alfred ME 04002-0667**  
**Tel: (207) 324-5872**

To: The Residents of Town of Alfred  
From: Alfred Selectmen

The Selectmen of the Town of Alfred are pleased to submit this 2002 Comprehensive Plan to the residents of Alfred. The comprehensive Plan Committee has worked diligently to gather the thoughts and feelings of the residents of Alfred to chart the course for the future of Alfred. Each community, under state mandate, must have an updated Comprehensive Plan to be able to justify the Town's Zoning. This is in response to the Growth Management Act first introduced in 1988.

In early 2001, the Comprehensive Planning Committee applied for a \$10,000 grant from the State Planning Office. These monies would be used to assist the committee in providing the necessary professional services to prepare the Plan. In March of 2001, the Town received notification that the State had approved the grant. These were monies that would normally be provided by the Town.

The Comprehensive Planning Committee has spent countless hours during the past four years to position the town in preparation for the next decade. The future of the town lies in the hands of the residents. The Committee is simply pulling together their ideas and publishing them in a document to be used as a guide for the future of Alfred.

Formulating a document of this magnitude is no small undertaking. When the committee first got under way, there were several members of the community involved. However, as time went by, many members dropped by the wayside, which left a small core group to finish the Plan. The Selectmen would like to express their sincere appreciation to this small dedicated group for paving the road for the Town for the next ten years.

Because of the population and housing increases, many changes in land use are recommended. It should be noted that not every member of the Committee agreed with every aspect of the Plan. The Plan reflects the majority of the Committee. In the final hearing process, residents have the final input and direction for the Plan.

Along with the preparation of the plan, members of the committee spent many hours establishing an electronic mapping system, Geographic Information System (GIS), for the town. This computerized system will make information about each map and lot readily available as a database and or visual computerized map. The benefit of the system is to assist future planning and use of town resources.

After adoption of the Plan, the Planning Board will have the responsibility to change the Zoning and Subdivision Ordinance to reflect the Plan's recommendations.

Earland H. Morrison

Perley Yeaton, Jr.

John J. Sylvester

## Overview

The 1988 Maine Comprehensive Planning and Land Use Regulation Act requires each municipality in the state to develop a growth management plan that addresses ten specific planning goals.

Alfred developed its first comprehensive plan in 1973 and every ten years thereafter. The 2002 Comprehensive Plan for the Town of Alfred is divided into three volumes: Volume I contains the Plan Summary, Volume 2 the Data Inventory and Analysis and Volume 3 the Capital Investment Plan. The Plan was developed over a period of 4 years by a volunteer committee assisted at various points by Professional planners from Southern Maine Regional Planning Commission (SMRPC). There was a significant effort throughout the planning process to involve the citizens of the Town of Alfred in the process of developing a plan for the next 10 years. Towards this end the final plan represents a significant effort to reach a consensus of the widely varying viewpoints of the citizens.

The steps in this three-year process are outlined below.

1. Conduct a preliminary assessment of Town goals, values, assets, liabilities, and key issues.
2. Prepare an inventory of the Town's physical, cultural, and social resources.
3. Establish a set of Town goals and objectives.
4. Develop specific policies to accomplish the goals and objectives.
5. Develop a strategy to implement the goals and policies.

The plan is basically the same as the previous plan. After the Data Inventory and Analysis was updated, we saw the town's demographics haven't changed much over the previous ten-year period and the anticipated growth rate didn't occur.

One area of concern for the committee is that large tracts of land were now becoming available and with that availability would come more growth. In fact this growth is happening in the whole of southern Maine. All towns are struggling to find ways to manage the growth and maintain open space. The town of Alfred is no longer an island, but a part of a region. Coordination between towns will become more necessary, because the state's open spaces cross town lines.

We emphasize that the 2002 Comprehensive Plan is a guide for managing growth over the next decade. It is a continuing process. It will be revised and amended as needed. It is not a document set in stone. It is a flexible document, designed to point the way as we develop methods and ordinances to implement our town's goals and objectives.

Table Of Contents Volume I  
TOWN OF ALFRED

Table of contents for each volume Proposed plan addresses the requirements of the Comprehensive Planning and Land Use Regulation Act (30-A M.R.S.A Section 4326).

CHAPTER 1: INTRODUCTION.....	1-1
Why the update to the Plan? .....	1-1
What is a Comprehensive Plan? .....	1-1
What Is Maine's Growth Management Program?.....	1-2
How was the Plan Developed? .....	1-3
How did the Public Participate?.....	1-4
How is the Plan Organized? .....	1-5
CHAPTER 2: COMMUNITY OVERVIEW .....	2-1
Physical And Geographic Setting .....	2-1
Historical Overview .....	2-2
Alfred Today.....	2-3
CHAPTER 3: SUMMARY OF PUBLIC OPINION SURVEY .....	3-1
Other Findings And Analysis .....	3-2
CHAPTER 4: GOALS AND POLICIES .....	4-1
Land Use And Development (Goals 1-4).....	4-1
Alfred's Development Pattern.....	4-1
Appearance And Impact of Development .....	4-2
The Center Village and Village Areas .....	4-3
Economic Development .....	4-4
Housing.....	4-5
Public Facilities And Services (Goals 6-14) .....	4-6
General .....	4-6
Public Safety (Fire, Rescue and Police Services) .....	4-6
Solid Waste Disposal.....	4-7
Sewer And Septic .....	4-8
Water Supply .....	4-8
Town Government .....	4-9
Education .....	4-9
Other Services.....	4-9
Recreation .....	4-10
Transportation .....	4-10
Fiscal Planning (Goals 16-17) .....	4-11
Fiscal Management .....	4-12
Taxes .....	4-12
Natural And Cultural Resources (Goals 18-21).....	4-13
Water Resources .....	4-13
Critical Natural Resources.....	4-14
Agricultural And Forest Resources.....	4-14
Historic And Archeological Resources .....	4-15

Alfred Comprehensive Plan, Volume 1 Plan Summary

CHAPTER 5: IMPLEMENTATION STRATEGIES .....	5-1
Land Use, Development And Housing Strategies .....	5-1
1. Land Use Plan .....	5-1
2. Town Owned Property.....	5-11
3. Other Strategies On Land Use, Development And Housing .....	5-11
Strategies For Public Facilities, Services And Finances .....	5-14
General .....	5-14
Public Safety .....	5-14
Public Facilities and Services .....	5-15
Solid Waste Disposal.....	5-15
Septic And Sewer.....	5-16
Water Supply .....	5-16
Town Government .....	5-17
Public Facilities and Services .....	5-18
Strategies For Natural And Cultural Resources.....	5-22
Water Resources .....	5-23
Critical Natural Resources.....	5-25
Agricultural And Forest Resources.....	5-25
Cultural Resources .....	5-26
CHAPTER 6: REGIONAL COORDINATION.....	6-1
Protecting Shared Natural Resources.....	6-1
Interlocal Cooperation on Services and Facilities .....	6-1

Appendix A Implementation Schedule

Appendix B Maps

## **ACKNOWLEDGEMENTS**

The Alfred Comprehensive Planning Committee thanks the individuals from all local, state and regional organizations who assisted in the updating of the Plan.

### Active Members.

Barden, Constance  
Carlson, Alfred Vice chairman  
Carlson, Barbara  
Gauthier, Paul  
Simmons, William Chairman  
Wood, Joyce

### Contributing members.

Dewitz, Susan  
Yeaton, Perley

### Resigned members.

Daigneault, Donald  
Susan Pierce  
Williams, Almon  
Wood, Rodney

### Deceased

Hill, Dorothy

# CHAPTER 1: INTRODUCTION

## *Why the update to the Plan?*

The impetus for the plan update was Maine's 1988 Growth Management Law and subsequent changes, which required all communities in the state to develop and adopt comprehensive plans for their futures. It is important to bear in mind, however, that comprehensive plans are generally updated at least once every 10 years, and that Alfred adopted new plans every ten years since the 1970s.

## *What is a Comprehensive Plan?*

A comprehensive plan is a guide for managing town affairs in the future. A plan provides both a blueprint of what the town wishes to be and recommendations for following this blueprint. More specifically, a comprehensive plan serves the following functions:

1. It serves as a legal foundation for the town's zoning regulations and other ordinances, and for revisions to those ordinances. State law requires all zoning ordinances to be based on an up-to-date comprehensive plan; any legal challenge of zoning provisions will be based primarily on whether the provisions are consistent with the town's Comprehensive Plan.
2. It sets forth a coordinated strategy for the town's future, based on the desires of the citizens and on an assessment of current conditions and anticipated needs.
3. It offers guidance to town boards, committees and other decision-makers by providing a set of voter-approved goals, policies and recommended implementation steps.
4. It serves as a framework for fiscal planning and for developing a capital improvement program.
5. It provides a forum for ongoing public discussions about the community's future.
6. It summarizes and analyzes background information on the town's natural, fiscal and economic resources, its facilities and services, and its growth and land use trends.

Although the Comprehensive Plan must be approved by voters at Town Meeting, it is not an ordinance or regulatory document. Recommendations are made for zoning revisions and capital investments, but these items require consideration and approval at subsequent Town Meetings before they can actually go into effect.

Neither is the Comprehensive Plan a document set in stone. It is intended to provide direction, not dictate an inflexible course of action. Also, the plan can be revised at-any time by a Town Meeting vote. Comprehensive planning is essentially a process, not a product, and the document should reflect changing conditions and priorities. It is recommended that the plan be reviewed and updated at least

Alfred Comprehensive Plan, Volume 1 Plan Summary

every five years and completely revised every 10 years to reflect new Information, emerging planning issues, and changing citizen attitudes.

### ***What Is Maine's Growth Management Program?***

In 1988, the Maine legislature adopted the Growth Management Law. The bill as passed was the result of a compromise between the McKernan Administration, a legislative committee, and groups representing municipalities, businesses and environmental concerns.

The law was developed in response to the unprecedented growth in Maine communities had been experiencing during the 1980s. While this growth was viewed by many as a positive development, legislators, voicing the concerns of their constituents, felt most communities lacked a plan or strategy for how this growth should fit into their cities and towns. Without such a strategy, communities often found their futures being shaped by forces over which they had little or no control. They found the plans and ordinances they had on the books often did little to direct or manage growth, or that actions by local boards in reviewing developments were ruled invalid by courts. The development community, on the other hand, often found itself frustrated when proposals were summarily opposed by Planning Boards or citizens groups, with no indications from communities on where or on what terms such projects might be appropriate.

The basic purpose of the growth management law is to empower municipalities to manage growth and development on the local level rather than having the state put more local development activities under the jurisdiction of its various agencies. The law requires that each municipality in Maine develop a comprehensive plan, laying out a local growth policy and other guidelines for managing the community. The law also requires each community to develop and carry out an implementation program based on the Comprehensive Plan, so that the plan becomes a working document rather than just another study that gets relegated to a back shelf.

The law requires local plans to address 10 state goals, which are listed below. These goals are general, and phrased in positive rather than restrictive language. Communities are left to work out their own strategies for addressing these goals and any others they wish to develop.

1. To encourage orderly growth and development in appropriate areas of each community, while protecting the state's rural character, making efficient use of public services and preventing development sprawl.
2. To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.
3. To promote an economic climate that increases job opportunities and overall economic well being.
4. To encourage and promote affordable, decent housing opportunities for all Maine citizens.
5. To protect the quality and manage the quantity of the state's water resources, including lakes, aquifers, great ponds, estuaries and coastal areas.
6. Protect the state's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas and unique natural areas.

Alfred Comprehensive Plan, Volume 1 Plan Summary



7. To protect the state's marine resources industry, ports and harbors, from incompatible development and to promote access to the shore for commercial fishermen and the public. (Not applicable to Alfred)
8. To safeguard the state's agricultural and forest resources from development which threatens those resources.
9. To preserve the state's historic and archeological resources.
10. To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.

Under the state law, Alfred was designated a "tier one, round two" community due to its high growth rates. The state has also provided Alfred with a substantial planning grant, which has allowed the town to obtain technical assistance on the plan.

### ***How was the Plan Developed?***

A volunteer Planning Committee, appointed by the Selectmen for a term necessary to complete the project, undertook the overall development and coordination of the Alfred Comprehensive Plan. Assistance in data collection and plan development has been provided by contractual arrangement with the Southern Maine Regional Planning Commission.

Funding sources for the plan's development were as follows:

Town Appropriation:	\$5,000.00
State Planning Grant:	\$10,000.00
Total:	\$15,000.00

Starting in the fall 1999, the Planning Committee met at least once every month and then starting in 2001 on a weekly basis. Meeting dates were posted and every meeting has been open to the public.

The committee followed the steps below in developing the plan, which is reflected in the ultimate organization of the plan.

1. A Preliminary Assessment of community problems, issues, needs, and planning capabilities was made. This assessment was made by discussions among committee members and by conducting public opinion surveys.
2. An Inventory and Analysis, of background information on the town was made. Data on population, housing, the local and regional economy, land use, public facilities and services, transportation, and natural and cultural resources was collected and trends were identified. Analysis of this information helped in identifying additional planning issues and future needs.
3. Goals and Policies for guiding the town's future were formulated. Most of these goals and policies were proposed to address specific planning issues and needs as identified in steps 1

Alfred Comprehensive Plan, Volume 1 Plan Summary

- and 2. Public input from workshops, forums and town wide survey also were used in policy development.
4. Recommended Implementation Steps, for carrying out the goals and polices were developed. An implementation schedule was also devised, listing proposed actions, the town board or group responsible for carrying out each action, and a proposed time frame for implementation.

### ***How did the Public Participate?***

Citizen participation was stressed throughout every stage of the planning process. All Planning Committee meetings have been open to the public, with meeting dates posted. News and information from the Planning Committee was published in the quarterly town newsletter.

The 2000 Comprehensive Planning Committee mailed the same survey used by the previous Comprehensive Plan Committee in November of 1999. A second survey was given out at a public forum in April 2001.

In December of 2001 the Comprehensive Planning Committee assembled a focus group made up of the town's committee members to try to get a preliminary idea of what the town's people were thinking. Some of the items which showed the greatest interest were to strengthen the existing subdivision ordinance, establish a new residential district that is between village and rural residential and creation of a district within a district, "Overlay District", where specific geographical characteristics of the land doesn't allow the land to be used according to the existing district requirements.

The Comprehensive Planning Committee sponsored two public meetings in the spring of 2002 to further involve the Alfred residents in the planning process as well as provide a forum in which to collect additional public opinion on key issues. J.T. Lockman and Suzanne LePage of the Southern Maine Regional Planning Commission chaired the public meetings. The agenda for both gatherings included presentations by committee members followed by a question and answer session. Finally residents were asked to render their opinion in the form of a "dot voting" process. The results of the dot voting are located in Volume 1 Chapter 3.

It was apparent, at the April 30, 2002 meeting that open space, farmlands, scenic vistas and other natural resources were important to the residents' quality of life. The impact that uncontrolled residential growth could have on these community assets was another major concern.

At the May 30, 2002 meeting, some of the items that received the highest number of dot votes where people felt the current standards for density, road frontage and setbacks were adequate. They also felt sidewalks would ruin the character of the Town and they gave strong support for increasing the rural residential house lot to a 5-acre minimum.

Committee members made an effort to get ideas of what other communities were doing by attending regional land trust meetings.

Alfred Comprehensive Plan, Volume 1 Plan Summary

### ***How is the Plan Organized?***

The plan is organized into three volumes. The first volume, the policy portion of the plan, includes goals and policies for guiding the town's future and recommended implementation strategies. It also includes a community overview and summaries of the Inventory and Analysis section and public opinion survey.

The second volume is comprised of detailed background information on the town. It includes an Inventory and Analysis and a series of appendices with other information.

Volume three is the Capital Investment Plan.

Copies of these volumes will be circulated widely, reviewed at public hearings and available at the town offices, the town library and the town's website.

## CHAPTER 2: COMMUNITY OVERVIEW

This chapter provides a brief overview of Alfred's physical and geographic characteristics, its history and its community character today. A more detailed description of these topic areas is included in the Introduction to Volume 2, Inventory and Analysis.

### *Physical And Geographic Setting*

Alfred, Shiretown of York County, is located at the geographic center of the fastest growing county in Maine. The community is predominately rural; with a "classic New England village" that is both a historic and a contemporary town center.

Ports, cities and seacoast resorts lie to the Atlantic side of Alfred. The beaches of York, Ogunquit, Wells and Old Orchard are only a half-hours drive, yet Alfred, located inland, is spared heavy summer traffic. To the south are Kittery and Portsmouth with long shipbuilding traditions. To the northeast, lies Portland, with its many employment opportunities, financial institutions, and cultural attractions. Bordering Alfred on the southwest is Sanford, a major employment and service center for Alfred residents. The town's other immediate neighbors are Shapleigh to the west, Waterboro to the north, and Lyman to the east. Kennebunk shares a small segment of Alfred's southern border.

The town's topography, major physical features and soils were largely shaped by glaciers that receded from the Alfred area some 14,000 years ago. They created the town's hills, valleys, flatlands and surface waters and helped to shape variations in soils types, vegetative cover, groundwater characteristics, and the general suitability of areas for development and other land uses.

The town's major lakes and ponds are Shaker Pond, Middle Branch Pond, Round Pond and Estes Lake. Major rivers and streams are the Middle Branch of the Mousam River, Littlefield River, Hay Brook and Trafton Brook, of which all drain to the south.

The town's 18,000 acres are divided almost equally into two distinct geographic areas. Southern Alfred is generally a flat plain that extends northward to the village, with elevations 200-250 feet above sea level. This plain is actually the inner margin of the continental shelf and is part of Maine's coastal lowland area. The predominant soils type of this area is sand and gravel deposits.

Northern Alfred lies at the edge of Maine's hilly inland belt. Elevations rise abruptly at Bracket Hill (480 feet) and Yeaton Hill (600 feet) and extend northward through the town. The highest elevation is 1,020 feet on Fort Ridge at the Shapleigh Town line. Soils in this area are predominately glacial tills.

Climate actually varies significantly between these two areas of town, with the inland areas sometimes warmer in the summer and colder in the winter than areas closer to the coast. Depending on prevailing winds, the two areas periodically experience contrasts in the type of precipitation and visibility conditions.

Alfred Comprehensive Plan, Volume 1 Plan Summary

## ***Historical Overview***

The first humans to inhabit Alfred arrived about 12,000 years ago, remaining relatively undisturbed until the arrival of the first European settlers. Colonization of the Maine coast started in 1622, but conflict between the English, French and Indians hampered settlement of the interior.

Simeon Coffin, from Newbury Massachusetts, was Alfred's first known settler. In 1764 he built a wigwam near the north side of Shaker Pond, which was then called Massabesic. Substantial home construction began soon after; Alfred's first two-story houses, the Daniel Gile homestead on Federal Street, still stands today. Within 20 years, the town had sawmills, gristmills, a brickyard, tanners and potters. The first school was started in 1770.

A thriving lumber industry developed. Many areas of virgin pine were cut for the lucrative "mast trade". When the first growth was cut, prime land became available for crops and pasture, and an agricultural economy developed.

The area that is now Alfred was included in the town of Sanford, and was later known as the north parish of Sanford. Finally, the town separated from Sanford in 1794 and was named "Alfred." At that time the town had a population of about 400, including 120 taxpayers.

The Shakers became an important part of the community and built a meetinghouse in 1794 on the considerable land they held between Shaker Pond and Bunganut Pond. At its zenith, the Shaker community had more than 50 buildings. Eventually the Shakers went into a decline and in 1931 the 21 remaining members left to join the Sabbathday community in New Gloucester. The property was sold to the Brothers of Christian Instruction, who own it today.

Nearly all the older principal buildings in Alfred village were built between 1800 and 1820. In 1806 Alfred became the Shiretown of York County, and the County Courthouse was constructed in the village. Professional men moved to town and built many of the substantial buildings that now comprise the Village historic district.

Alfred flourished between 1830 and 1854, during an era historians call Maine's golden age. Before and after the Civil War, Alfred suffered a moderate decline, due in part to western migration and a decline in the lumber industry. Alfred, however, did not suffer the kind of exodus experienced by other Maine towns. Its position as county seat helped it to retain a healthy population of professionals and the service businesses that supported them. The town remained a trade center with a relatively stable agricultural economy.

Besides mills, industrial development never occurred in the town to any degree. By not being dependent on any one economic sector, the town has escaped the effects of sharp changes in the business cycle and, as discussed above, the population shifts that have marked the history of many Maine towns of similar size.

The railroad reached Alfred from Waterboro in 1864 and was completed to Rochester, New Hampshire in 1871. During the busiest years from 1910-20, more than 30 trains a day passed through Alfred. Passenger service ended in 1949, and the last train ran in 1961.

In 1947, when widespread forest fires burned throughout Western Maine, Alfred lost 4,500 acres of woodland and two residences. The burned areas were in North Alfred and a strip along the Lyman line in the southeast part of town.

The last 50 years have been a period of relative stability, as Maine witnessed a shift from rural to more suburban and urban development. The town's population began to increase rapidly during the late 1960s and early 1970s. Because of increasing growth, the town's first Comprehensive Plan was developed in 1973. During the 1970s, the town's population increased by 56%. From 1980 to 2000 Alfred didn't grow at the projected rate of the plan.

In 1981, the town enacted a building moratorium while the Planning Board revised the existing plan and the zoning ordinance. In 2002, Building permits were limited to 40 by the passing of a growth ordinance at the town meeting.

### ***Alfred Today***

Alfred is fortunate to still have many links with its past that provide continuity and perspective. Perhaps the town's greatest inherited asset is an attractive village center that still serves as a focal point for town activities and commerce. Many Maine communities lost their village areas during the 20th century, and now are hoping to reestablish some sort of town center. Alfred village both helps to define the town and to provide a planning model on which to build for the future.

Alfred's Town Meeting form of government is basically the same as it was two and half centuries ago. Three selectmen and volunteers who staff town programs direct municipal operations.

Major services provided by the town are education, road maintenance, fire and rescue services and solid waste disposal. The town also supports recreational programs, social services, and cultural activities such as summer band concerts.

Major facilities are the town offices, the Alfred Elementary School (owned by S.A.D 57), Troup A State Police facility, the transfer station, the public library, the fire and rescue station, all of which are located in or near the center village. Major county facilities -- the courthouse, jail and shelter -- are also located in or near the village area, as is the Federal Post Office.

The Alfred Water Company became a quasi-municipal district in 2001 and supplies water to roughly 700 residents in the village area. The York County Sheriff's Department and the State Police provide police protection.

Alfred's character is that of a pleasant and attractive small town with a great deal of community spirit and pride. Properties in the village and throughout the rest of town are generally well maintained. Local  
Alfred Comprehensive Plan, Volume 1 Plan Summary

organizations such as the American Legion and Lions Club are active in sponsoring community events and providing charitable services. There is an Alfred Summer Festival with a parade and a variety of activities. Most major holidays are commemorated with special events.

While many organized activities focus on the village and contribute to its special character, natural resources, large tracts of open space and a variety of recreational opportunities largely shape the town's rural character. The federally owned Massabesic Experimental Forest encompasses 1,754 acres, and most of it is available for hiking, hunting, snowmobiling, and cross-country skiing. The town's numerous lakes, streams and wetlands support a variety of wildlife and provide recreational opportunities as well. There is ice-skating at the Brother's and on Shaker Pond and Estes Lake. Many owners of large landholdings permit public access for hunting, fishing and winter recreational activities.

With its appealing blend of village and rural living, it is no wonder that Alfred has attracted new residents. During the last 20 years, the population of Alfred has doubled. Rising real estate prices have placed home ownership out of the reach of many first-time homebuyers. The growing population requires added housing, education facilities, public safety and transportation facilities, and this, in turn, requires increased municipal revenues.

Although Alfred can still be described "rural" it is increasingly taking on characteristics typical of suburban communities. A high percentage of residents commute elsewhere to work, making the town a bedroom community. Much of the development that has taken place during the last 20 years has not occurred within or near the village, but in rural areas. Many traditionally rural roads have acquired a very "non-rural" appearance of houses located every few hundred feet along most of their length. Traffic on major roads is increasingly congested with noticeable rush hour conditions.

While forces of suburbanization will continue to affect Alfred in this decade and beyond, some of the negative impacts of these changes can be reduced if the town pursues policies aimed at managing growth. Change is inevitable -- as the history of Alfred shows. The overall goal of this plan is not to prevent change, but to provide a strategy for how change might be accommodated, while preserving the qualities that make Alfred an enjoyable and special place in which to live.

## CHAPTER 3: SUMMARY OF PUBLIC OPINION SURVEY

In order to gain an in-depth understanding of what issues and concerns were of most importance to Alfred's citizens, a survey was conducted in November 1999. Questionnaires were sent to 919 Alfred households using the town mailing list. Additional copies were distributed to occupants of rental housing complexes. One hundred sixty-eight (168) citizens returned the surveys for a response of 10%, which is, considered a typical rate of return. This chapter summarizes the results of the survey. A complete tabulation of the survey results is included in the Appendix C to Volume 2.

The following items received the highest rating (70% or more) from the respondents. This indicates a high-level of agreement on these items and highlights some priority issues for Alfred's citizens.

- 88% would encourage agriculture and tree farms.
- 85% would encourage single-family style housing.
- 84% would discourage large industry.
- 82% would encourage home occupations.
- 77% would encourage senior citizen housing.
- 76% would discourage apartment development.
- 75% would encourage small industry.
- 74% would not encourage mobile home parks.
- 72% favor a town growth control ordinance.
- 70% favor town-owned open space.

The following items received the next highest rating (50% to 70%) from the respondents. This indicates less clear agreement on these issues, but still a majority opinion.

- 69% would discourage subdivision development.
- 67% would discourage individual mobile homes.
- 65% would discourage gravel pits.
- 63% would discourage ATV trails.
- 56% did not favor RV campgrounds.
- 51% favor vacation homes.
- 51% would discourage commercial development.

To measure how serious the residents were about the following town enhancements, the respondents were asked if they would support these initiatives if it meant increased taxes.

- **69%** increase taxes to expand road maintenance.
- **63%** increase taxes to improve transfer station.
- **62%** increase taxes to improve the schools.
- **57%** increase taxes to establish senior citizen housing.
- **56%** increase taxes to purchase open space land.
- **48%** increase taxes to expand recreation facilities.
- **35%** increase taxes to expand fire dept.

Alfred Comprehensive Plan, Volume 1 Plan Summary



- **34%** increase taxes to expand street lighting.
- **27%** increase taxes to expand town office services.
- **25%** increase taxes to establish low-income housing.
- **23%** increase taxes to expand code enforcement.
- **16%** increase taxes to establish police dept.
- **13%** increase taxes to establish industrial park.

The following is a list of town services, ranked by the results of the survey. They are listed from the highest-rated service to the lowest rated.

1. Ambulance Service
2. Town Offices
3. Fire Department
4. Schools
5. Code Enforcement
6. Conservation Committee
7. Transfer Station
8. Planning Board
9. Board of Selectmen
10. Zoning Board of Appeals
11. Law Enforcement
12. Town Recreational Facilities
13. Road Conditions
14. Street Lighting

Residents were asked to rate the above listed town services as either good, medium or poor. The ambulance service received the highest rank with a score of 79% whereas the town's street lighting had the lowest score in that only 35% of the participants gave it a "good" rating.

### ***Other Findings And Analysis***

The Comprehensive Planning Committee sponsored two public meetings in the spring of 2002 to further involve the Alfred residents in the planning process as well as provide a forum in which to collect additional public opinion on key issues. J.T. Lockman and Suzanne LePage of the Southern Maine Regional Planning Commission chaired the public meetings. The agenda for both gatherings included presentations by committee members followed by a question and answer session. Finally residents were asked to render their opinion in the form of a "dot voting" process.

The results of the dot vote conducted at the April 30, 2002 meeting indicated the biggest issue the Town of Alfred should address in the Comprehensive Plan is the protection of the environment. It was apparent that open space, farmlands, scenic vistas and other natural resources were important to the residents' quality of life. The impact that uncontrolled residential growth could have on these community assets is a major concern.

Alfred Comprehensive Plan, Volume 1 Plan Summary

Meeting participants expressed their concerns about the quality and quantity of Alfred's water supply for both drinking and recreation. Transportation as it relates to the ability of residents to move safely within and through the Town was discussed and voted on. Meeting participants identified taxes as another issue of grave importance for Alfred, i.e. how can the Town provide services for an expanding population without raising taxes. The recognition that Alfred businesses do not pay their full share for waste disposal was discussed and received half of the total dot votes for the Waste Management category. Meeting participants voiced strong concern over the potential for fast-rate residential development and the need for a balance with what the town wants and can handle as a result of the Lavalley land sale also received strong dot vote support.

The participants discussed a variety of issues at the May 30, 2002 meeting. The items that received the highest number of dot votes are as follows. Participants felt the current standards for density, road frontage and setbacks were adequate (39 dot votes). Participants felt sidewalks would ruin the character of the Town (28 dot votes). Residents gave strong support for increasing the rural residential house lot to a 5-acre minimum (26 dot votes). Participants indicated affordable housing was not addressed in the rural district, although it should be (25 dot votes). Meeting participants felt the State's Timber Harvesting rules were adequate (22 dot votes).

## **CHAPTER 4: GOALS AND POLICIES**

This chapter summarizes the goals and policies proposed to guide the town in the next decade (2000-2010). Goals are long-term ends toward which town policies and programs are ultimately directed. They are broad and inclusive statements of desirable social, economic, and physical conditions, and provide a framework for managing the town and its future growth. They are phrased as an ideal towards which the community should work to achieve.

While goals are abstract statements of general purpose, policies focus on more measurable kinds of objectives that will be used to achieve the goals. Policies can be viewed as guidelines that provide specific direction in local decision-making and which can be readily translated into more detailed proposals or recommendations for actions. Chapter 6, Implementation Strategies, provides further recommendations for translating many of these policies into actions.

### ***Land Use And Development (Goals 1-4)***

The use of land and the nature of future development, more than perhaps any other factors, define the character of a town. Unlike many Maine communities, Alfred has managed to maintain its historic development pattern of a viable and attractive village center surrounded by large amounts of open space and low-density development. Citizens responding to the public opinion survey made it clear that one of their major concerns is preserving Alfred's rural and village characters. Actually achieving this goal is a major challenge both because new development often is drawn to the rural areas and open spaces that are so attractive and because the changes that erode the town's character usually occur over a period of time rather than all at once.

This section includes goals and policies on the town's development pattern, on the appearance of development, and on economic development. Because of the breadth of this section and differences between these subtopics, additional introductory notes precede each.

### **Alfred's Development Pattern**

While Alfred was spared some of the unprecedented growth that occurred in neighboring communities during the 1990s, the town still saw a considerable increase in development. Almost all of it occurred in rural areas. A continuation of this development pattern in the next decade and beyond will mean continued loss of open space and a loss of rural character as these areas are carved into house lots. In order to avoid this suburban development pattern, the town needs to find ways to build on its historical village/rural development pattern.

The goals and policies of this section are intended to provide alternatives to a costly sprawl development pattern and to encourage the preservation of the town's rural character.

Alfred Comprehensive Plan, Volume 1 Plan Summary

Goal 1: To promote orderly growth and a land use pattern that preserves the town's rural character and reinforces the distinction between the town's village and rural areas.

- 1-1. Ensure that existing land use controls are consistent with this goal.
- 1-2. Discourage intensive development in rural areas while guiding growth away from environmentally sensitive areas.
- 1-3. Guide growth toward areas that can be efficiently and economically served with public facilities and services.
- 1-4. Discourage unplanned, piecemeal strip development along roadways, especially along arterial roads.
- 1-5. Encourage open space preservation, particularly in rural areas, by encouraging clustering and other techniques.
- 1-6. In and around the village area, provide opportunities for appropriate infill development and densities comparable with the existing development pattern.
- 1-7. Monitor the rate and location of future growth to assess the effectiveness of the town's land use policies and the impact on the town's fiscal capacity.
- 1-8. Promote the continued viability of remaining renewable resource-based enterprises, such as farming, forestry and orchards.
- 1-9. Discourage a sprawl development pattern in rural areas, particularly in remote areas where public service costs are high.

## **Appearance And Impact of Development**

When new development is sensitively planned and well constructed, it can not only fit into a community, but also be an asset. Unplanned, piecemeal development, on the other hand, can seriously erode town character and have negative impact both on neighboring properties and on the environment.

Goal 2: To ensure that new development is compatible with the character of the town and does not have adverse impacts on neighboring properties and on the environment.

- 2.1 Discourage development that is incompatible with the character of the town and with neighboring residential areas, and encourage development that enhances the visual appearance of the community.

- 2.2 Encourage use of buffering, screening and landscaping to separate incompatible land uses and to improve the appearance of new projects.
- 2.3 Ensure that new developments preserve significant natural features and demonstrate minimal impact on the environment.
- 2.4 Review the impact of new development on traffic, noise, on town services and other concerns.
- 2.5 Ensure that development does not exceed the capacity of the land to support that development.
- 2.6 Encourage the preservation of remaining scenic vistas along rural roads and elsewhere.
- 2.7 Monitor new developments to ensure this goal is met and maintained.

## **The Center Village and Village Areas**

Before the advent of the automobile, most Maine communities had definable village centers where people lived, worked, worshiped, shopped and gathered socially. During the 20th century, many towns lost their centers; a famous lament of those returning to their hometowns in the 1950s and '60s was that "there is no 'there' anymore." Alfred is extremely fortunate in that it still has a "there" -- an attractive village center with a distinctive character that serves as focal point for the town. What makes the village special? It's a combination of factors: a concentration of historic homes on relatively small lots; houses that are in many cases quite close to the street -- creating a pleasant rhythm of building facades; large street trees; attractive fences; a general lack of large parking lots, paved areas and large signs; a variety of thriving businesses; and the location of many public buildings, including the town offices.

Unfortunately, as described above, many of the factors that encouraged the development of the village are no longer with us, and many new forces work against the maintenance of a village-rural development pattern. The purpose of the goals and policies of this section are intended to promote the continued viability of Alfred's village area, while recognizing the inevitability of change.

Goal 3: To maintain and reinforce the character of Alfred Village as the town center and ensure that the integrity of the Village is not compromised by incompatible development.

(Note: To promote clarity, a distinction is made between the "Center Village" -- the concentration of historic structures north of Routes 111 and 4A -- and the "village area" encompassing the Center Village, Alfred Mills and other areas served by public water.)

- 3.1 Maintain a commercial/residential mix in the Center Village.

- 3.2 Discourage changes and development in the Center Village that would disrupt existing streetscapes, recognizing the importance of scale, building setbacks and architectural quality in defining the character of the area.
- 3.3 For new buildings and facilities located in village area outside the Center Village, promote sensitive design that provides continuity with the village character.
- 3.4 Encourage location of essential facilities and services in or near the village area, where feasible.
- 3.5 Ensure that signs are appropriate in scale and design to the Village's character.
- 3.6 Enhance pedestrian safety and access within the center village and village areas.
- 3.7 Ensure that new buildings and uses provide adequate off-street parking that is located and designed so that it does not diminish the integrity of the Center Village.

## **Economic Development**

Alfred is primarily a residential community with several county facilities and a variety of commercial enterprises including several retail and service establishments, numerous home occupations, and some surviving resource-based activities such as agriculture and forestry. Most of the town's labor force commutes to Biddeford / Portland and other employment centers. The economic well being of Alfred's residents, therefore, is tied closely to the health of the regional economy.

The goals and policies of this section are aimed at promoting local commerce that will be an asset to the town, encouraging agriculture, forestry and other businesses already operating in the community, and ensuring that the commercial development that occurs during the planning period fits into the community and does not have negative impacts on the environment and town facilities and services.

Goal 4: To promote economic development that is consistent with the town's character, is environmentally sound, contributes to jobs and the tax base.

- 4.1 Develop land use measures that guide the commercial / industrial development that occurs to suitable areas within the town.
- 4.2 Ensure that any new commercial, industrial and institutional development is compatible with the character of Alfred and meets appropriate standards concerning the environment, traffic safety and design.
- 4.3 Provide for development of professional offices within the town.
- 4.4 Continue to encourage home occupations townwide.

- 4.5 Encourage well-planned commercial development at selected locations along arterial roads rather than a piecemeal strip development pattern.
- 4.6 Support renewable resource-based enterprises such as agricultural and forestry activities.

## Housing

Alfred is predominately a community of single-family housing, and citizens responding to the public opinion survey indicated they want the town to stay this way. During the 1970s and 1980s, housing prices regionally and locally rose dramatically, reducing housing opportunities for middle income, and especially lower income, residents. This trend subsided in the early 1990's, but then started again after 1995. In addition, the ongoing trends of shrinking household size and the aging of the population in Alfred will create a growing demand for alternatives to large single-family homes. Although many of the factors determining housing costs are beyond the control of the town, Alfred can take positive steps to contribute to affordable housing solutions.

The goals and policies of this section are aimed at allowing housing alternatives and helping to reduce the costs of building new housing. A goal of 10% of all new housing should be "affordable" according to Maine State Housing Authority Rules. An affordable house in Alfred should cost no more than \$95,479 according to MSHA calculations (as of summer 2002, see Vol. 2, Chapter 4, Inventory). This number was derived using the median family income of \$47,100 for the County (FY 2002 figure from US Dept of HUD).

Goal 5: To promote diverse housing opportunities for present and future Alfred residents with a range of income levels.

- 5.1 Promote construction of high-quality residential buildings.
- 5.2 Continue to allow a variety of housing types, including multi-family dwellings.
- 5.3 Allow accessory apartments to be located within existing single-family buildings.
- 5.4 Continue to participate with the Maine State Housing Authority and York Cumberland Housing in providing affordable housing opportunities.
- 5.5 Identify environmentally suitable areas where the possible expansion of the existing mobile home parks or siting of new mobile home parks would be a permitted.
- 5.6 Investigate ordinance revisions that might reduce the cost of developing new housing.
- 5.7 Continue to permit manufactured homes on individual lots if these units meet safety and design standards.
- 5.8 Promote the upgrading and replacement of substandard housing.

Alfred Comprehensive Plan, Volume 1 Plan Summary

- 5.9 Promote energy conservation in buildings.
- 5.10 Monitor the number and location of seasonal conversions.
- 5.11 Promote housing to meet the aging populations needs.

### ***Public Facilities And Services (Goals 6-14)***

Public services and facilities include public safety (fire, rescue and police protection), solid waste disposal, public water and sewer, town government and administration, education, recreation, and other services such as general assistance. The main challenge facing the community in this area is balancing identified needs for public services and facilities against the town's fiscal constraints. Needs, as documented in the plan's inventory section, include serving the existing population and updating aging facilities and equipment as well as responding to the demands of a growing population during the 10-year planning period.

The goals and policies stated below provide direction in meeting existing and anticipated community needs, address identified deficiencies, and suggest strategies for reducing the costs and impacts of providing these facilities and services.

### **General**

Goal 6: To provide public services and facilities that meet the needs of Alfred's growing population in an efficient and cost-effective manner.

- 6.1 Consider the location of existing public services and facilities in developing and revising the town's growth policies, and take into account the location of existing and future development in the siting of new public facilities.
- 6.2 Finance identified public facilities and service needs as part of a long-range Capital Investment Planning process.

### **Public Safety (Fire, Rescue and Police Services)**

Goal 7: To maintain a level of service that is adequate to protect the public safety and respond promptly and efficiently to emergencies and hazards.

- 7-1. Maintain the central public safety building in the village area to adequately house fire and rescue equipment and meets departmental needs for the planning period and beyond.



- 7-2. Address other public safety facility and equipment needs for the planning period as part of a capital improvement program.
- 7-3. Pursue methods of encouraging a continued high-level of volunteer involvement, especially during weekdays.
- 7-4. Pursue methods of paid positions to promote improved 24 X 7 emergency response capabilities.
- 7-5. Promote measures aimed at reducing fire hazards in new construction and building rehabilitations.
- 7-6. Continue to work with neighboring communities on cooperative measures to increase coverage and reduce costs.
- 7-7. Continue the present arrangement with York County's Sheriff's Department and the State Police in providing police protection to the town. Also consider the possibility of a Contract Deputy Program with York County Sheriffs Department.
- 7-8. Assess the impact proposed new development has on public safety services.
- 7-9. Provide for fire ponds/dry hydrants as development occurs with costs equitably shared by the new housing that will be served.
- 7-10. Consider satellite safety facilities located near high density population areas, e.g. Keywood Manor.

## **Solid Waste Disposal**

Goal 8: To provide cost-effective and environmentally sound disposal of solid waste.

- 8.1 Promote waste-stream reduction, by individuals and the town, towards meeting the state recycling goal of 50%.
- 8.2 Provide for safe disposal of white goods, tires, brush, construction debris and household hazardous wastes.
- 8.3 Pursue regional solutions to solid waste disposal, where cost-effective.
- 8.4 Continue monitoring the old dump site on Route 4 to ensure that it is environmentally secure and not a threat to the Alfred Water District wells and surrounding groundwater supplies.
- 8.5 Pursue measures to reduce illegal dumping and to encourage periodic roadside cleanup of junk and abandoned goods.

Alfred Comprehensive Plan, Volume 1 Plan Summary

## **Sewer And Septic**

Goal 9: To continue to rely on septic systems for sewerage disposal, while ensuring that these systems function properly and do not create environmental hazards.

- 9.1 Continue monitoring community septic systems for malfunctions and groundwater impacts.
- 9.2 Encourage the regular maintenance of septic systems by homeowners.
- 9.3 Continue to carefully review the suitability of soils to accommodate new septic systems and the impact of new development on groundwater, particularly for proposed subdivisions and larger projects.
- 9.4 Ensure that the town is directly involved in any future deliberations by the state, county or others on the possible extension of public sewer service within the town. Any public sewer planning should be tied to the town's future land use planning efforts.

## **Water Supply**

Goal 10: Protect the quality and quantity of the town's water supply and ensure that main extensions are consistent with the town's growth policies.

- 10.1 Provide additional protection for the wellhead and recharge area of the Alfred Water District wells.
- 10.2 Support the Alfred Water District efforts to develop a long-range plan for system maintenance, improvements and financing.
- 10.3 Ensure that water extensions are consistent with the town's future land use plan and growth policies.
- 10.4 Encourage the Alfred Water District to identify other high-yield aquifer areas that could serve as potential water supplies to developed areas, and devise protection measures.
- 10.5 Encourage expansion of water services to the community.
- 10.6 Support coordination between the Alfred Water District and the town to anticipate growth and economic development.

## **Town Government**

Goal 11: To provide government that effectively administers the affairs of the town and which is fair, open and responsive to its citizens.

- 11.1 Continue communication and coordination among town officials, boards and staff.
- 11.2 Continue to encourage public participation in town affairs and programs, and provide regular communications to residents on local events and issues.
- 11.3 Evaluate the effectiveness of Alfred's present form of government in meeting the long-term needs of the town.
- 11.4 Continue to implement measures to improve efficiency and accountability in town administration, including standardized operating procedures.
- 11.5 Support staff and board training needs.
- 11.6 Assess the space requirements of the town facilities for future expansion.

## **Education**

Goal 12: To continue supporting a high quality education for Alfred's residents while seeking to reduce the burden of education costs on taxpayers.

- 12.1 Improve cooperation and coordination with S.A.D. 57 in an effort to anticipate major capital expenditures, cost cutting, budget increases and alternative funding techniques.
- 12.2 Encourage citizens and town boards to communicate with the town's three representatives on the District Board of Directors.

## **Other Services**

Goal 13: To support other public service and facilities at a level appropriate to their use and community needs.

- 13.1 Provide increased public support to the library, with an emphasis on expanding book acquisitions and providing additional hours.
- 13.2 Assess space for future requirements of the library.

- 13.3 Maintain a level of support for human service organizations and general assistance sufficient to meet the needs of Alfred residents who are using these services.

## **Recreation**

Goal 14: To provide Indoor and outdoor recreation programs and opportunities to a range of age groups as Alfred's population grows.

- 14.1 Pursue public access to lakes, ponds, rivers and streams located in Alfred.
- 14.2 Plan for preserving and securing public access to undeveloped areas for recreational use.
- 14.3 Continue to support an active Parks and Recreation Committee that meets regularly, and consider additional support to assist the committee.
- 14.4 Evaluate recreation program needs for various age groups, and develop an ongoing strategy for administering these programs.
- 14.5 Continue to evaluate the adequacy of the existing town recreation facility, and plan for improvement and expansion as needs are identified.
- 14.6 Continue to work with the U.S. Forest Service in ensuring the continued availability of the Massabesic Experimental Forest for recreational use by Alfred residents.

## **Transportation**

Most of the transportation issues facing Alfred relate either to the physical condition of roads or to the impacts of the traffic using the town's road network. Alfred's roads and bridges constitute a major town asset that requires ongoing investment. The major regional transportation routes that crisscross the town ensure that the town will be faced with increasing volumes of traffic and safety hazards as conflicts arise between pedestrians, bicyclist and local and through traffic. The location and type of new development strongly affects both the issues of road conditions and traffic. Local attempts to address transportation issues, however, must be combined with efforts at the regional and state level to plan for York County's future transportation needs.

The goals and policies of this section are aimed at maintaining and upgrading the town's existing road network, managing costs through financial and land use planning, and pursuing methods of reducing traffic congestion and improving traffic safety.

Goal 15: To maintain and improve Alfred's road network, address traffic and safety concerns, and serve the transportation needs of the Town.

- 15.1 Plan for road and bridge improvements and for corrective measures at high crash locations as part of capital improvements planning.
- 15.2 Ensure that all new roads and major reconstruction projects are built to appropriate standards and include adequate measures for drainage.
- 15.3 Implement and maintain a program of regular road condition assessment and maintenance to reduce the need for major repairs.
- 15.4 In setting priorities for road improvements, consider the function of each road in the town's transportation network and the impact road improvements would have on growth in the area.
- 15.5 Discourage development along abandoned, discontinued and unimproved roads.
- 15.6 Support new road development and capacity additions to existing roads only where it will not adversely affect sensitive natural resources.
- 15.7 Ensure that new development does not exacerbate traffic, safety or road conditions. Any destruction of an existing road that occurs during development should be restored to an equal or better than the original condition.
- 15.8 Reduce conflicts between local and through traffic along major arterials by discouraging new driveways and requiring well designed shared access entrances. Local incentives could be used to manage access for local roads.
- 15.9 Discourage the use of local residential streets for through-traffic and for the movement of heavy commercial vehicles.
- 15.10 Encourage transportation alternatives, including carpooling, mass transit, pedestrian ways and bike paths.
- 15.11 Continue to discuss with Maine Department of Transportation alternatives for solving Village traffic problems and improvement plans for the major arterials that run through the town.

### ***Fiscal Planning (Goals 16-17)***

Sound fiscal management and planning becomes increasingly important as Alfred grows and the administration of town government becomes more complex. Fiscal management really involves making the most efficient use of the town's available financial resources and promoting fairness and balance in the town's revenue-raising policies. Although the costs of running the town are sure to increase, Alfred can pursue measures that improve efficiency, enhance cash flow, reduce the yearly impact of necessary capital improvements, and reduce reliance on property taxes.

Alfred Comprehensive Plan, Volume 1 Plan Summary

The goals and policies of this section promote improved fiscal management of town government and strategies for diversifying funding to reduce the property tax burden on residential properties.

## **Fiscal Management**

Goal 16: To promote sound fiscal management that incorporates long-range budgeting for needed capital improvements and improves the town's cash flow.

- 16.1 Continue to plan for capital improvements and establish a capital improvement funding process.
- 16.2 Monitor the current system of tax billing in order to reduce the need for tax anticipation borrowing. Consider semiannual or quarterly billing.
- 16.3 Improve the efficiency and accountability of the town's budget development process.
- 16.4 Develop a road improvement maintenance plan for the town-maintained roads and bridges to be used as a basis for a reserve fund to be included in the Capital Investment Plan.

## **Taxes**

Goal 17: To maintain a reasonable and fair tax burden on Alfred's citizens.

- 17.1 Pursue methods to reduce reliance on the municipal property tax as the primary funding source.
- 17.2 Pursue cost-sharing methods with neighboring towns and other economies of scale.
- 17.3 Promote measures to ensure that new development pays its fair share of public services and facilities.
- 17.4 Evaluate the fairness of the town's assessment policies and the current valuation.
- 17.5 Examine the provision of town services to county facilities and other tax-exempt facilities and land.
- 17.6 Enhance communication to show citizens how their tax dollars are being spent.
- 17.7 Work to diversify the tax base through selected economic development.
- 17.8 Promote the participation in the "Tax Club".

## ***Natural And Cultural Resources (Goals 18-21)***

Alfred's natural resources include surface water resources such as lakes, ponds, rivers and streams; groundwater resources that provide drinking water and surface water recharge; and other critical natural resources such as wetlands, wildlife habitats, endangered species, steep slopes, scenic vistas, and valuable agricultural and timberlands. These resources can be harmed by a particular large-scale development, but more often are diminished by the incremental effect of land use activities. Most of Alfred's natural resources are ecologically linked to each other and to resources in adjacent towns. The goals and policies of this section promote the identification and protection of these natural resources.

Alfred's cultural resources include its historic buildings and archeological sites. These resources, particularly the former, do much to give Alfred its special character. A brief explanation precedes the policies on cultural resources.

### **Water Resources**

Goal 18: To protect the water quality of Alfred's lakes, ponds, rivers, streams and groundwater resources.

- 18.1 Minimize the pollutants that flow into lakes and ponds from surrounding watersheds.
- 18.2 Maintain a strong shoreland-zoning program.
- 18.3 Regularly monitor the water quality of Alfred's surface waters.
- 18.4 Ensure a satisfactory level of protection for the Alfred Water District's wells and its recharge area.
- 18.5 Ensure that sand and gravel aquifers are protected from the detrimental effects of growth and development.
- 18.6 Review new development for potential groundwater impacts.
- 18.7 Monitor identified existing groundwater threats and work to minimize or remove identified sources of pollution.
- 18.8 Promote public education on proper management of surface and groundwater resources.
- 18.9 Continue to identify and locate potential threats to surface and groundwater quality.
- 18.10 Work with neighboring communities to protect shared surface and groundwater resources.

- 18.11 Encourage the expansion of the Alfred Water District.

## **Critical Natural Resources**

Goal 19: To protect Alfred's critical natural resources, including wetlands, important wildlife habitats, endangered species, steep slopes and scenic vistas.

- 19.1 Provide a high-level of protection to wetlands of 10-acres or more and to high and moderate-value wetlands, as well as to associated buffer areas.
- 19.2 Maintain the inventory of wetlands and other natural resources as to their location, size, value and sensitivity.
- 19.3 Identify natural habitats and wildlife travel corridors, and provide adequate setbacks for their protection.
- 19.4 Require the identification and protection of critical natural resources by developments as they occur.
- 19.5 Encourage site design in new development that preserves scenic vistas and sight lines.
- 19.6 Discourage development activities on steep slopes.
- 19.7 Encourage private landowners to protect rare and endangered species and other critical natural resources.
- 19.8 Participate in regional watershed protection activities.

## **Agricultural And Forest Resources**

Goal 20: To promote the continued viability of the town's remaining resource-based businesses and encourage the preservation of prime agricultural soils.

- 20.1 Ensure that land use controls do not discourage farming and forestry activities.
- 20.2 Preserve prime agricultural soils and valuable forestlands capable of economic productivity by discouraging residential development and encouraging clustering where development occurs.
- 20.3 Ensure that adequate setbacks and buffers are incorporated into residential developments adjacent to active farm and orchard operations.



## Historic And Archeological Resources

Historic structures and clusters of older buildings contribute to defining a town's character and providing a link with the past. The concentration of historic buildings in Alfred's Center Village and their relationship to each other and to the street give the area much of its character and visual appeal. Archeological resources, on the other hand, provide valuable information on past human activities and are a source of community pride.

In the case of historic resources, the stated goals and policies are aimed at encouraging sensitive treatment of changes within the Center Village and to other historic resources rather than preventing changes from taking place.

Goal 21: To maintain the historic character of the Village and the town's other historic and archeological resources.

- 21.1 Ensure that new development in the Center Village is compatible with the historic character of that area.
- 21.2 Encourage the preservation of identified historic and archeological resources.
- 21.3 Monitor the impact of commercial uses and home occupations in historic buildings in the Center Village.
- 21.4 Continue to inventory the town's historic resources and seek federal and/or state landmark designations where appropriate.
- 21.5 In ongoing discussions with Maine Department of Transportation, communicate the town's concerns regarding the impact of possible road widening on the historic character of the Village.
- 21.6 Require new developments to survey and protect archeological sites if discovered.
- 21.7 Maintain town-owned historic buildings and encourage preservation of cemeteries.

## CHAPTER 5: IMPLEMENTATION STRATEGIES

This chapter provides recommendations for implementing the goals and policies of the plan. These recommendations are specific in nature and proposed as feasible strategies for meeting the objectives of the plan. While strategies are not proposed for every policy listed, and the town may wish to take additional actions in the future, the strategies recommended in this section provide an ambitious program for community affairs in this decade.

The recommendations are arranged under major topic areas, which have been consolidated somewhat to eliminate redundancies. The sections are (A) Land Use, Development and Housing, (B) Public Facilities, Services and Finances, and (C) Natural and Cultural Resources. Additional information and recommendations on fiscal planning are included in Volume three, The Capital Investment Plan. A detailed schedule that lists the group or individual responsible for carrying out each proposed action and a time frame for implementation is provided in Appendix A.

### *Land Use, Development And Housing Strategies*

#### **1. Land Use Plan**

The Maine Growth Management Act requires that the Town's comprehensive plan update contain a future land use map. (See Volume 1 Appendix B Map 2) The Land Use Plan is essentially the map and accompanying explanation that summarizes important goals and policies of this plan, particularly those involving land use and development. The plan is really a visualization of how and where the town should grow in order to meet desired objectives. Although it is realized that growth will continue to be driven by market forces that do not necessarily behave in a predictable fashion, the land use plan provides a foundation for enacting growth management measures and a touchstone to gauge success or failure of planning efforts.

The state guidelines recommend that towns designate in their land use plan at least two areas: growth areas, where residential and commercial growth over the next decade will be encouraged; and rural areas, where this same development will be discouraged. The intent of these recommendations is to challenge communities to manage growth, guiding it to areas where it is most appropriate and away from rural and environmentally sensitive areas.

The land use plan and resulting zoning districts currently in effect were implemented in the early 1990's. They include the following seven districts: (1) Center Village, (2) Village, (3) Rural Residential, (4) Round Pond Watershed District, (5) Commercial, (6) Resource Protection, and (7) Shoreland. (See Volume 1 Appendix B Map 3, Zoning Districts)

In 2002, the state developed two more categories for us to utilize. There are now two categories of rural areas: 1) CRITICAL RURAL; and 2) RURAL (our Rural Residential District), and two categories of

Alfred Comprehensive Plan, Volume 1 Plan Summary

growth areas: 1) TRANSITIONAL; and 2) GROWTH (our Village District). These categories are listed from the least intense level of development to the most intense level of development. We studied the provided definitions and concluded the town's size precluded the need for a transitional area but the town should consider the critical rural category.

While each of the Zoning Districts has served its intended purpose, development over the past ten years has been scattered across the town. For example, the original intent of the Rural Residential District was to discourage growth. By doing this, preservation of the town's open space would contribute to the rural nature of the town.

In this updated plan, we recommend that the town take additional steps to discourage development and preserve open space. This includes larger lot sizes; tax incentives for large landowners to keep their lands intact; land trusts; Town wide building permit limits or the town may want to go as far as purchasing development rights. The town may have to get very creative in developing this methodology.

The existing Zoning Districts and purposes are as follows:

## **A. Center Village Area**

### ***Purpose of Designation***

The purpose of the Center Village District is to protect the present character of the historic village for a mix of residential, retail, office, and institutional uses in a village setting, on small lots; and to provide additional regulation of activities which are likely to cause health, safety, or general welfare problems on small lots.

The location and boundaries of the Center Village District are established as shown on the Official Zoning Map.

The land use standards below, basically maintain the existing zoning requirements for this district. While it is recognized that a 3/4-acre minimum lot size is larger than many of the existing house lots in the district, concerns about septic disposal and possible over development of this unique area weigh against reducing the minimum lot size in this area. The prior Comprehensive Plan recommended standards have been implemented in Alfred's current zoning ordinance.

### ***Implemented Standards***

Permitted Uses and Conditional Uses: Same as existing Center Village Zoning District. A mix of residential (single-family, duplex and multi-family), institutional and smaller commercial uses.

Alfred Comprehensive Plan, Volume 1 Plan Summary

Density: 3/4-acre minimum lot size for the first living unit for duplexes and multi-family dwellings. They require minimum lot size plus 50% of minimum lot size for each additional living unit.

Road frontage: 150 feet.

Front setback: 25 feet from edge of right-of-way.

### ***Recommended Standards***

- The town may want to include a standard that new buildings shall be set back the same distance as existing adjacent buildings. For Route 111, the 50-foot setback is retained.
- Other standards: Adopt performance standards that promote sensitive treatment of new parking areas and encourage them to be located on the side and / or rear of buildings. While smaller businesses and home occupations can compatibly use existing buildings, additional parking areas can have a major visual impact on the area. The use of appropriate visual screening should be included in any new standards.
- The prior plan approved sidewalk or walkway cost sharing between the town and state.
- When any expansion or renovation takes place on a non-conforming property, curb cuts will be brought into conformance.

## **B. Village District**

### ***Purpose of Designation***

This area extends south of the Center Village to Alfred Mills and north to the base of Shaker Pond. It encompasses all areas served by the Alfred Water District plus some adjacent areas. The designation generally parallels the dimensions of the existing Village Zoning District, but has been expanded somewhat into contiguous suitable areas.

The purpose of the Village District is to provide an area for a variety of residential and commercial uses in a manner appropriate to their location. This is the area in which the location of public facilities can serve the greatest number of people economically. The Village District will provide for continuation of a village type development pattern at a density, which is lower than the Center Village District. This district will encourage the new development that will take place in Alfred in the vicinity of the existing village and within the service areas for water, public safety, and schools.

Recognizing that parts of the village area have their own existing "rural character", the land use standards below are aimed at promoting development that "fits in" without much visual or other adverse impact. Development of house lots is encouraged on internal roads, where new house lots can be sensitively laid-out and buffered. An existing residential project such as Hazel Dell and the Shaker Estates were designed in this manner and are attractively sited off a major approach to the Center Village. Similar single-family developments could fit in well with other areas on the village outskirts.

### ***Implemented Standards***

Permitted and Conditional Uses: Same as existing Village Zoning District. A mix of residential (single-family, duplex and multifamily), institutional and commercial uses.

Density:           2-acre minimum lot size for new lots created along existing roads  
                      1 -acre minimum lot size for new residential lots created along new internal roads that will be served with public water.  
                      For duplexes and multifamily dwellings, require minimum lot size plus 50% of minimum lot size for each additional living unit beyond the first living.

Road frontage: 200 feet for new lots created along existing roads.  
                      125 feet for new residential lots that are created along new internal roads, built to town standards, and that are served by public water.

Front setback: 50 feet from existing roads.  
                      50 feet from new internal roads.

### ***Recommended Standards***

- For developments off new internal roads, a buffering scheme should be devised that preserves the character of the existing street.
- For commercial uses, consider applying some of the recommended standards under the commercial area designation and use the lessor standards of the Village Area if the proposed impact is equal to or less than the Conditional Uses of the Village Area.
- The Village District should be increased 20% to encourage development in this area. One possible area would be to expand this district Northwest over the ridge toward the new transfer station.
- Consider converting portions of the rural residential zone in the southern most part of Alfred, i.e. Keywood Manor area to village district zoning to allow small retail / commercial business to serve that part of the community.
- Require 30 foot-wide landscaped buffer strips along arterial roads.

Alfred Comprehensive Plan, Volume 1 Plan Summary

- Consider additional incentives which allow "back lot development" and "cluster development" rather than "linear strip development" to preserve open space.
- Provide design guidelines, which encourage the use of, peaked roofs, wood facades, integrated signs and architectural styles that "fit" Alfred.
- Consider other incentives to encourage siting of parking to the rear or side of the building.
- Provide a right-of-way to commercially developable property abutting the lot.
- The prior plan approved sidewalk or walkway cost sharing between the town and state.
- When any expansion or renovation takes place on a non-conforming property, curb cuts will be improved and brought into conformance.
- Expand the public water in this district.

## **C. Rural Residential Area**

### ***Purpose of Designation:***

The Rural Residential Area is comprised of areas outside the Center Village and Village Areas and includes many of the town's traditional rural areas. Although a considerable amount of residential development has occurred along major roads running through this area, much of the "backland" is characterized by poor soils, steep slopes, and wetlands, or is devoted to active farm, orchard and forestry operations.

The purpose of this designation is to help retain the existing rural character of this area, allowing only low-density development and encouraging open space preservation. Agriculture and forestry-related activities and home-based businesses would be permitted uses in this area, but most other commercial activities would be prohibited.

### ***Implemented Standards***

Permitted Uses: Agriculture and forestry activities, single-family dwellings, two-family dwellings, home occupations.

Conditional Uses home-based businesses, public and institutional use, recreation-oriented commercial uses, professional offices located off arterial roads with site plan review.

Alfred Comprehensive Plan, Volume 1 Plan Summary

Density: 3 acres

Road frontage: 360 feet frontage

Front setback: 50 feet

Other standards: Continue to require sub-dividers to present two concept plans: one with clustering to preserve open space and the other a traditional "grid development" to determine the number of available lots. Sub dividers must, under present regulation, develop land in the Rural Residential District as a cluster. (Zoning Ordinance 160-96)

### ***Recommended Standards***

- Density: 3 acres.
- Setback from street right-of-way: increase to 75 feet.
- Increase road frontage to 360 feet.
- Strongly discourage “grid development” to preserve open space.
- Encourage large landowners to establish or become part of land trusts or create conservation easements to protect the open space and to provide incentives to those large landowners.
- Consider additional restrictions for clear cutting timber.
- “Major subdivisions” should be set back from the road so they are less visible from the road. A visual buffer should use natural vegetation. To ensure open space is maintained, only 50% of the developable land can contain clustered housing and the roads serving that housing. The remaining 50% of the land will preserve the natural state with limited recreational development, e.g. walking paths. The use of land trusts should be encouraged as a way to preserve open space in its natural state. Regional preservation should be considered. Reduce the setback requirements to 80 feet for cluster developments.
- Encourage limiting building permits issued per year.
- In an effort to preserve open save, the Town of Alfred may want to consider purchasing development rights of large land parcels.

## **D. Round Pond Watershed District**

### ***Purpose of Designation***

This area encompasses the small 60-acre watershed for Round Pond. The purpose of the designation is to provide added protection to the immediate vicinity of the Alfred Water District wells. Although the extent of the recharge area for the wellhead is not known, it is likely that it extends well beyond the immediate surficial watershed. However, until better information is available on the flow of groundwater in the area, this designation provides an additional buffer to a vital water supply that serves the Alfred Water District and is an important first step in developing a wellhead protection program.

The recommended standards restrict most development within the district. The watershed acreage should be increased to support additional growth and to maintain and protect the water standards.

### ***Implemented As “Article 10 Round Pond Watershed Protection District” Standards***

Permitted Uses: Same as those allowed under Resource Protection

Conditional Uses: Gravel extraction, forestry operations

Prohibited uses: Underground storage tanks, salt and sand storage, clustered septic systems, chemical spraying, sludge disposal, new agricultural uses or any other activity which could jeopardize the water quality.

### ***Recommended Standards***

None

## **E. Commercial District**

### ***Purpose of Designation***

The purpose of this designation is to provide specific areas where commercial/ industrial development that occurs during the planning period can locate. The advantage of designating specific areas is that major commercial development can be guided to locations that are best suited to handle traffic and other related impacts. Conflicts can be avoided with existing residences and other incompatible uses. The town can ensure all of its arterials do not become commercial frontage roads.



The development that occurs along many arterial roads in Maine is of the unplanned “strip variety”, which lines the approaches to villages with competing signs, numerous entrances, extensive parking in front of nondescript buildings. The recommended standards below are intended to promote an alternative to this kind of pattern, with a focus on well-planned commercial development that is visually attractive. Significant commercial development is occurring in Alfred. It is crucial these standards are used to help ensure the development will fit into the community.

### ***Implemented Standards***

Permitted Uses: Commercial and light industrial uses (with site plan review), single family housing.

Conditional Uses: Institutional uses, multifamily housing, gravel extraction.

Density:           3-acre minimum lot size for lots with frontage on arterial highways.  
                      2-acre minimum lot size for lots with frontage on interior roads.

Road frontage: 300 feet along arterial roads 150 feet along interior roads.

Setback from arterial highway: 70 feet, or 50 feet if parking is located to side or rear of building.

Setback from interior road: 50 feet

Other standards: Maximum 40% of lot covered by impervious surfaces

### ***Recommended Standards***

- Require 30 foot-wide landscaped buffer strips along arterial highways.
- Allow multiple businesses to be located on the same lot, if impervious surface and parking requirements are met and the development uses a planned approach, which integrates access, parking, and circulation.
- Consider additional incentives, which allows commercial "back lot development" rather than linear strip development.
- Provide several design guidelines, which encourage the use of peaked roofs, wood facades, integrated signs and architectural styles that “fit” in Alfred rather than canned “corporate” design. Consider other incentives to encourage siting of parking to rear or side of building.

## **F. Resource Protection District**

### ***Purpose of Designation***

This designation is comprised of areas currently zoned as Resource Protection: 100-year floodplains, inland wetlands, the Massabesic Experimental Forest and selected lakeshores. Wetlands, 10-acres or larger rated as moderate and high-value must include a 250-foot buffer under the state's Shoreland Zoning guidelines. However, Alfred is more restrictive by adopting a 1-acre wetland designation.

The purpose of this designation is to protect critical natural resource areas and surface water quality from the adverse impacts of development.

### ***Recommended Standards***

Permitted and Conditional Uses: Basically only recreational, agricultural and non-structural uses permitted. Other standards: State Shoreland Zoning Guidelines impose additional restrictions on vegetative cutting.

## **G. Shoreland District**

### ***Purpose of Designation***

This designation is comprised of areas within 250 feet of surface waters that are not categorized as Resource Protection. Many of these areas are already considerably developed with summer and year-round residences.

The purpose of this designation is to discourage additional intensive development in these areas and to protect the water quality and visual beauty of these valuable resources. In many areas, extensive future development is improbable because most of the lakefront area has already been divided into lots. Future impacts on the environment will be determined more by how development is handled on existing vacant lots and on the activities of existing homeowners. Stringent land use standards, however, can assure that development of remaining shorelines and back lot areas occur at relatively low densities and that an adequate vegetative buffer is maintained.

### ***Recommended Standards***

Permitted and Conditional Uses: All uses permitted in Resource Protection District, one- and two-family dwellings and water-dependent commercial uses. Consider not permitting major earth moving / mining and multi-family dwellings.

Alfred Comprehensive Plan, Volume 1 Plan Summary

Density: 5-acre minimum lot size.

Minimum road frontage: 400 feet.

Minimum water setback: 100 feet (Required by state guidelines)

Additional Standards: Restrictions on vegetative cutting per state guidelines.

### ***Recommendation***

- Explore local regulations that are more restrictive than the state wastewater disposal regulations with respect to depth to limiting factors for septic systems.
- Any permitted rule variances should only be considered if all other options have failed to resolve the issue.

## **H. Critical Rural District.**

### ***Purpose of Designation***

"Critical Rural District" means a rural area that is specifically identified and designated by a municipality's or multi-municipal region's comprehensive plan as deserving maximum protection from development to preserve natural resources and related economic activities that may include, but are not limited to, significant farmland, forest land or mineral resources; high-value wildlife or fisheries habitat; scenic areas; public water supplies; scarce or especially vulnerable natural resources; and open lands functionally necessary to support a vibrant rural economy.

While the intent of the Critical Rural District is not to completely eliminate any residential development, it is important to do so in a manner that preserves the utmost reasons for establishing this district. All other options should be explored before development occurs.

### ***Recommended Standards:***

- Density: 5 acres.
- Setback from street right-of-way: increase to 75 feet.
- Road frontage of 360 feet.

- Eliminate “grid development” to preserve open space.
- Provide incentives for large landowners to establish or become part of land trusts or create conservation easements to protect the open space.
- Establish a timber harvest ordinance with additional restrictions for clear cutting timber, timber liquidation and canopy openings restrictions.
- “Major subdivisions” should be set back from the road so they are less visible. A visual buffer should use natural vegetation. To ensure open space is maintained, only 40% of the developable land can contain clustered housing and the roads serving that housing. The remaining 60% of the land will preserve the natural state with limited recreational development, e.g. walking paths. The use of land trusts should be encouraged as a way to preserve open space in its natural state. Regional preservation should be considered.
- In an effort to preserve open space, the Town of Alfred may want to consider purchasing development rights of large land parcels.
- Coordinate with other towns that wish to preserve open space continuity between towns.
- Coordinate with local land trusts to identify high-value areas, e.g. Three Rivers Land Trust.

## **2. Town Owned Property**

### ***Recommendations:***

Use selective wood harvesting on town owned property to fund purchasing of property or development rights to preserve open space.

Establish a “Conservation Lands Committee” that should be made up of the Conservation Commission and the Selectmen to evaluate the town-owned lands without buildings. These lands are comprised of mostly land that the town has accumulated as a result of non-payment of taxes. Based on the conservation value of these lands, the Committee would make recommendations to the Selectmen as to whether the town would maintain these lands as conservation lands or liquidate them and use the funds to purchase lands that have a greater conservation value. The funds could also be used to purchase development rights.

## **3. Other Strategies On Land Use, Development And Housing**

## **Pattern, Appearance and Impact of Development**

### **Strategies implemented**

1. Make revisions to the zoning ordinance based on the recommendations of the Land Use Plan.
2. Continue the major subdivision regulations requiring that subdivision proposals in rural residential and growth areas be designed as a “cluster” development that preserves open space. The traditional “grid” concept would be used to determine the number of lots allowed.
3. In review of development proposals, encourage designation of "building windows" on site plans to help protect natural resource features and promote natural buffering. Site alterations outside these windows would be discouraged.
4. Annually evaluate the amount and location of residential growth to see if it is ahead or behind projections for the planning period, and what percent is occurring in each district. If growth substantially exceeds projections, or growth continues only in rural areas, consider additional land use measures to better manage growth.
5. Continue the site plan review that applies to new commercial and institutional development, major alterations and expanded uses, and residential projects not covered by the subdivision ordinance. Continue to incorporate as necessary the performance standards from the existing zoning ordinance and include others regarding traffic, access and circulation, layout, visual impact, buffering, landscaping, drainage, septic disposal, and noise, and adjust the procedures for development review and approval.
6. In zoning and site plan review provisions, include standards that encourage the following in new commercial and institutional projects as well as renovations to commercial and institutional projects:
  - Parking located to the side and / or rear of buildings.
  - Buildings located on new internal access roads rather than along existing arterial frontage.
  - Building design that relates to Alfred architecture rather than corporate models.
  - A clustered commercial approach, with a number of businesses located in one building or on one lot served by common access, parking, signs and utilities.
  - Preservation of undeveloped frontage.

- Appropriate landscaping and require buffering and screening to minimize visual impact.
  - Incentives for additional development to be located in lateral rather than linear pattern along major arterials.
  - Pedestrian and bicycle access, especially in village areas.
  - Upon renovation or alteration of existing properties on existing arterial any traffic safety conditions should be addressed and corrected.
7. Maintain commercial zones where their uses are permitted and limit commercial activities in other areas of town.
  8. Allow professional offices at appropriate locations along major arterials, in addition to designated commercial and village areas. Proposals should demonstrate minimal impact on traffic and the surrounding area.
  9. Promote the construction of buildings that relate to the existing architecture of the town.
  10. Provide options other than development to owners of large land holdings. Encourage voluntary preservation of farm and open space by continued participation in the Tree Growth and The Farm and Open Space Tax Programs. See other strategies on Natural Resource section for agriculture and forestry. Local Land trusts can also provide open space options to landowners.
  11. Notify neighboring towns of development proposals in Alfred near town boundaries and on shared natural resources encouraging these towns to reciprocate.

## **Housing**

1. Review BOCA Code updates and adopt the new sections where appropriate.
2. Revise zoning ordinance to allow accessory apartments to be added to existing single-family buildings without requiring additional land area if performance standards are met regarding septic and parking.
3. Under state law, all communities must designate at least several areas of town where mobile home parks are a permitted use under local zoning ordinances. The state law also prohibits towns from requiring lot sizes within mobile home parks to be larger than 20,000 square feet (about 1/2 acre). Insure that performance standards on buffering, environmental impact and design are maintained and monitored.
4. Review performance standards on mobile homes (within and outside mobile home parks) to ensure that they adequately promote high quality homes and are in conformance with state law.

Alfred Comprehensive Plan, Volume 1 Plan Summary

5. Publicize any available low interest loans for home improvements.
6. Ensure that information on energy-efficient construction and energy audits are available.
7. Ensure that town-owned buildings are as energy-efficient as possible.
8. In reviewing subdivisions and conditional uses, encourage energy-efficient design.
9. As part of the annual monitoring of housing growth, track the number of seasonal conversions and their impact on the town.
10. Conduct an inventory of seasonal homes.
11. Continually evaluate the need for additional senior and affordable housing in the community.

### ***Strategies For Public Facilities, Services And Finances***

The recommended strategies listed below are aimed at implementing the plan's policies on public facilities, services and finances. In addition to implementation steps on public safety services, solid waste, disposal, water and sewer, town government, education, recreation and other services, this section also includes strategies on roads and transportation. While a detailed strategy on financing public facilities and other capital improvements is included in the Capital Investment Plan (Volume Three), strategies on fiscal management are also included in this section.

#### **General**

1. Establish a Capital Improvement Reserve Fund and finance needed public facilities and equipment as part of an ongoing Capital Investment Plan. (See Capital Investment Plan.)

#### **Public Safety**

1. In the capital improvement planning process, address other equipment needs that arise during the planning period.
2. In an effort to maintain adequate volunteer staffing during the planning period, the following steps are recommended:
  - a. Encourage participation in leadership training programs aimed at recruiting, training and directing of volunteers.
  - b. Cooperate with the Rescue Department in recruiting new volunteers.

- c. Investigate whether mutual aid with other towns can improve 24 hours 7 days a week coverage.
3. Fire Chief review of all major development proposals.
4. Maintain mutual aid agreements with neighboring towns.
5. Investigate opportunities for joint bidding and purchasing of equipment and supplies with neighboring towns. See Chapter 7 Regional Coordination.
6. For larger subdivisions and developments, require an analysis of how the project will affect demand for public safety services. If proposed developments are determined to necessitate new public safety improvements, negotiate agreements with developers to provide improvements or funds in lieu of improvements
7. If impact fees are developed, factor-in likely public safety impacts.
8. Identify desirable sites for future dry hydrants and strongly encourage new developments that are proposed near these locations to pay for installation.
9. Provide funding to promote 24 X 7 emergency response capability.

## **Public Facilities and Services**

### **Solid Waste Disposal**

1. To promote recycling and waste-reduction, the following steps are recommended:
  - a. The Solid Waste/Recycling Committee should continue to promote the benefits of recycling as a viable option to solid waste disposal.
  - b. Continue to encourage the school district to develop educational programs for children and adults on recycling, home composting and other solid waste reduction techniques.
  - c. Make residents aware of the services available at the new Transfer Facility.
2. Develop measures to ensure that commercial haulers pay their fair share for materials disposed at town facilities.
3. Participate with other regional towns to sponsor special days when hazardous wastes may be brought to a designated site, possibly free of charge.
4. Continue seeking regional solutions to solid waste disposal and recycling.



5. Ensure continued monitoring of the former Route 4 waste disposal site by Maine Department of Environmental Protection and communicate the results to the town and Alfred Water District.
6. Since the transfer station has been relocated, the old site should remain undeveloped.
7. Reduce illegal dumping by taking the following actions:
  - a. Schedule a yearly town cleanup day, with a focus on public properties.
  - b. Review town ordinance provisions on junkyards and ensure that they include strict enforcement measures and penalties.
  - c. Make residents aware of the services available at the new Transfer Facility for the disposal of white goods.

## **Septic And Sewer**

1. Strongly encourage owners of existing community septic systems at County facilities, mobile home parks and campgrounds to periodically inspect and monitor their systems. Develop a suggested inspection schedule for these systems.
2. For new developments with community septic systems, require regular system inspection and monitoring as a condition of approval.
3. Enforce existing state statutes regarding replacement of failed septic systems.
4. Monitor seasonal septic systems and require an upgrade to current plumbing code standards if a unit is converted to year-round occupancy, as provided by state statute.
5. Provide information for homeowners on septic system maintenance in a newsletter and at the Town Hall.
6. Require high-intensity soils mapping for all development projects, unless waiver is given for smaller, low-density projects.
7. Require more than one passable test pit location for developments on smaller lots.
8. Ensure that the town is part of discussions by the county, state or other parties to extend public sewer to Alfred.

## **Water Supply**

1. In order to provide additional protection for Alfred Water District's wells, the following steps should be taken.
  - a. Assist the Alfred Water District in maintaining a wellhead protection program.

Alfred Comprehensive Plan, Volume 1 Plan Summary

- b. Continue to monitor existing activities within the area.
  - c. Require any large development proposals near the well to do hydrological studies.
- 2. Encourage the Water District Trustees to develop a long-range plan for system maintenance, future improvements, and financing to pay for maintenance and improvements, and provide volunteer assistance on planning if requested.
- 3. Ensure that designated growth areas coincide as much as possible with areas presently served or which could be easily served by the water system.
- 4. Encourage new buildings within the village area to connect with the water system.
- 5. For other groundwater protection strategies, see implementation steps under Water Resources.

## **Town Government**

- 1. Hold annual meetings between Selectmen and other town boards and staff to discuss shared concerns and ways to improve coordination.
- 2. Rigorously follow procedural requirements of the Maine Public Right-To-Know law.
- 3. Require taking and posting of agendas and minutes for all public meetings.
- 4. Hold an annual "pre-Town Meeting" workshop at which town boards and staff hear public comment.
- 5. Continue to use the local news media for communicating town events and issues.
- 6. Print a quarterly newsletter on town affairs and community issues.
- 7. Hold annual award ceremony for volunteers.
- 8. Form a committee to investigate alternatives and develop a municipal management plan for the town. The management plan might include recommendations on:
  - a. Grant possibilities for the Town of Alfred
  - b. Alternative / new operating procedures
  - c. Additional staff for town management
  - d. The 3-selectmen, town meeting form of government
  - e. A town charter
  - f. A comprehensive database to keep track of town finances, property assessments, tax record, land uses and other inventories, keyed to town maps.
  - g. Improvements to budget development process.

9. Continue to allocate annual funds for training of board members, staff, and volunteers. Priority items would be any state-required certifications for town officials.

## **Public Facilities and Services**

### **Education**

1. In examining the town's long-range capital needs, study the S.A.D.'s plans for new facilities and improvements.
2. Have Alfred's School Committee Members attend annual meetings as described under Town Government and participate in other appropriate public meetings and forums.
3. Increase communication by the Alfred School Committee Members with the residents of the town.
4. Encourage the District Board of Directors to investigate other methods of shifting the school-funding burden off property taxes.
5. Promote joint bidding/purchasing with other school districts.
6. Investigate alternatives for exchange programs with neighboring school districts.
7. Support revisions to the school funding formula through Alfred's elected representatives to the state legislature.
8. Investigate the feasibility of restructuring SAD 57 into two or more districts.

### **Recreation**

1. Investigate possible sites adjacent to lakes, ponds or rivers in Alfred for fee or easement purchase and investigate possible financing sources.
2. Provide for periodic updates of the map that shows existing and traditional public access points, rights-of-way, public lands, and significant open space areas.
3. Have the Conservation Commission develop and pursue a program that includes:
  - a. Working with individual landowners on voluntary measures to preserve public access.
  - b. Encouraging development proposals to preserve traditional public access opportunities.
  - c. Identifying parcels for possible town purchase or for swapping land already held by town.

4. Continue to support state refund of monies to the local snowmobile club for trail maintenance.
5. Poll the public on most popular and needed programs and propose programs based on this assessment.
6. Consider hiring part-time recreation instructor(s) if position(s) can be funded through user fees or at a minimal cost to the Town of Alfred.
7. Consider additional yearly support for recreation committee if a clear strategy for programs is presented to the public.
8. Have recreation committee make recommendations for improvements to facilities.
9. Seek private and public funding for particular improvements and apparatus.
10. Communicate with the National Forest Service on plans for future public access to Massabesic Experimental Forest land.
11. Hold a clean up day at the forest.
12. Provide town specific input regarding recreational opportunities that the new school in the district might offer to residents while it is being designed and constructed.
13. Investigate funding and resource opportunities for developing a walking path/trail such as Rails to Trails or other similar programs.
14. Coordinate recreational services with neighboring towns when there are common programs and economic and logistical gains can be made.

### **Miscellaneous Services**

1. Consider library support during the next five years that includes a significant (5-25%) local "match" of private funds for library expansion.
2. Develop methods to encourage town wide discussion of and involvement in the expansion of the library.
3. Continue to ensure that all ordinances related to general assistance are in compliance with state regulations.
4. Investigate a Workfare Program.

5. Continue to review the yearly requests from Human Service Organizations and provide support consistent with the level of service given Alfred residents.

## **Roads And Transportation**

1. Establish a Transportation Committee who would be responsible for implementing Roads and Transportation strategies.
2. Work with MDOT to plan corrective measures at high crash locations.
3. Continue to review road standards for subdivisions. Upgrade standards as necessary, including adequate provisions for drainage.
4. Require that a professional engineer inspect new roads at the developer expense before the town accepts them.
5. Do not plow new roads until the town accepts them.
6. For construction/reconstruction of town roads, attempt to meet, as a minimum, the town's road standards.
7. Maintain and continually update the town's pavement management program, and use it in making maintenance decisions.
8. Continue to allocate adequate annual funds for regular road maintenance.
9. Develop a comprehensive ranking system of roads based on their condition, status, functional classification (collector or local), and amount of existing development along the road, its location relative to village and rural areas, and the appropriateness of adjacent areas for future development.
10. Use this ranking system as a tool in making decisions on capital improvements, in the review of development and in revising the town's land use policies.
11. Prohibit construction of new roads until subdivision approval is obtained and a performance guarantee is posted.
12. Adopt performance standards on minimizing impact of new roads on adjacent wetlands and other sensitive resources.
13. Require adequate provisions for sedimentation and erosion control during road construction.
14. Require traffic impact studies for all projects that are projected to generate over 250 vehicle trips per day.

Alfred Comprehensive Plan, Volume 1 Plan Summary

15. Require development projects to contribute to improving substandard roads or unsafe conditions on roads servicing the project.
16. Develop and adopt a system of impact fees for roads.
17. Subdivision regulations must require new subdivision lots off arterial roads to have access from internal roads.
18. Subdivision regulations should strongly encourage new subdivisions located on collector roads to have access and frontage for lots on new interior or existing local roads.
19. New residential driveways from existing lots on arterial roads, should require construction of a "paved apron" to allow adequate acceleration.
20. Develop and adopt design standards for entrances/exits to new non-residential uses. Level of standards (e.g. curve radius, pavement width, number of lanes) would depend on whether proposed uses generate low, medium or high levels of traffic.
21. Identify and designate several "Park and Ride" lots.
22. Designate several "bike routes" in town.
23. Ensure information is available on limited bus service offered by York County Community Action Transportation.
24. Improve pedestrian access in village areas, including better crosswalk delineation and signs telling traffic to yield to pedestrians.
25. Investigate alternative funding sources for village sidewalk improvements other than the property tax.
26. Adopt ordinance provisions encouraging new projects in the village area to provide improvements that promote safe pedestrian and bicycle access.
27. Provide bulletin board space in town office for car and van pooling information.
28. Hold a forum with Alfred's state legislators and representatives from MDOT on the department's views on and plans for future road improvements through the Center Village and on other arterials in the town.
29. As part of periodic meetings with officials from neighboring communities, discuss issues related to major regional arterials and common approaches to traffic management on these routes.

## **Fiscal Planning**

1. Establish a Capital Investment Committee who would be responsible for implementing Fiscal Planning strategies.
2. As part of the ongoing capital improvement program, develop, implement and maintain a five-year rolling Capital Investment Plan. (See Volume Three, Capital Investment Plan).
3. Reassess current practice of tax anticipation borrowing as part of municipal management plan. Give consideration to incentives for early payment of taxes
4. Have all departments submit a standardized budget sheet that categorizes different elements of the budget. Identify capital items and provide a five-year capital improvement projection annually.
5. Investigate alternative funding sources: impact fees, federal and state grants, and user fees.
6. Continue efforts with the State Legislature to provide local tax relief.
7. For new projects, negotiate with developers to provide improvements to roads and recreation made necessary by the project.
8. Evaluate the need for a system of impact fees. Impact fees could cover roads, recreation, water supply, public safety, and possibly schools. (Also sewer, if one is ever developed.)
9. Examine assessment procedures/policies as part of the municipal management plan.
10. Develop a periodic property reevaluation schedule.
11. Study costs of providing municipal services to tax-exempt properties.
12. Consider fees for identified municipal services to tax-exempt properties.
13. In the Town Report, use graphs and other visual aids to show clearly the types of revenue sources and expenditures.
14. In the town newsletter, provide additional information on town finances.
15. Provide adequate funding for the development and maintenance of recommended programs, i.e. maps, computer GIS systems, and school programs.

## ***Strategies For Natural And Cultural Resources***

The following recommended strategies below focus on the identification and protection of natural and cultural resources. Natural resources include surface and groundwater, wetlands, wildlife habitat, endangered species, steep slopes and scenic vistas -- termed here as "critical natural resources", agricultural and forestry resources. Cultural Resources include historical and archeological sites.

## **Water Resources**

1. During site development, require rigorous erosion and sedimentation control.
2. Review existing ordinances to ensure there are adequate standards governing submission and review of erosion plans and provisions for on-site inspection of erosion control measures.
3. Conduct an inventory of lakeside septic systems regarding location and age, in conjunction with the lake association. Encourage testing of systems by property owners.
4. Encourage use of "best management practices" for farming activities, which help to reduce erosion and the amount of fertilizer that runs into surface and groundwater. The local soil and water conservation district has information on these practices.
5. Continue the use of state shoreland zoning guidelines where they are more restrictive than those in the existing zoning ordinance.
6. Continue monthly water quality monitoring on Estes Lake as part of D.E.P. volunteer monitoring program. Conduct water monitoring of Shaker Pond and Middle Branch Pond and River, Littlefield River and other streams. Consider testing in conjunction with school science classes.
7. Evaluate the adequacy of the protection district for Round Pond watershed. (See Land Use Plan. Also see Public Facilities: Water Supply section for additional protection strategies.)
8. Pursue alternatives for obtaining better information on the extent and nature of the primary recharge area for the Alfred Water District's wells. Options include requiring proposed developments in the area to map groundwater flows and characteristics and pursuing state/federal grants for a detailed groundwater study.
9. Require hydrological impact studies for any project located within a mapped sand and gravel aquifer and for all large projects. Require these projects to demonstrate that state groundwater quality standards will be met.
10. Provide funding to identify watershed areas. This can be used to identify low-salt designations during winter snow removal activities, possible commercial contamination, etc.
11. Require new commercial, industrial and institutional uses to provide lists of any hazards materials (IAW OSHA and DEP) used and generated by the operation.

Alfred Comprehensive Plan, Volume 1 Plan Summary



12. For mineral extraction operations, require an adequate separation between the lowest point of excavation and the groundwater table.
13. Work with Maine Department of Transportation and Central Maine Power in setting guidelines for spraying of herbicides and application of road salt, particularly in vicinity of Alfred Water District's wells.
14. Encourage continued monitoring and removal of older underground storage tanks, in compliance with Maine State law.
15. Have the Conservation Commission regularly update the list of existing and potentials threats to surface and ground water, and where possible, develop strategies to eliminate or reduce these threats.
16. Have the Conservation Commission, in conjunction with the Lake Associations, and CEO, develop an education program on water quality protection. The program would include workshops, mailings, school activities and handouts available at the town office. Where Lake Associations don't exist, the Conservation Commission should see if lakeside property owners are interested in starting one. Topics which deserve consideration include:
  - The requirements of the shoreland zoning guidelines, particularly those governing the removal of vegetation, and other state laws governing water quality and activities near lakes and ponds.
  - The impact of clearing land and vegetation removal on surface water quality, particular the effect of these activities in increasing phosphorus transport and the likelihood of algae blooms.
  - The effects of lawn fertilizer, soaps and detergents, and disposal of household hazardous wastes on water quality.
  - The importance of maintaining a properly functioning septic system by proper installation, siting and use and by regular pumping.
17. Take advantage of "free" technical assistance and information offered by such organizations as York County Soil and Water Conservation District, the University of Maine Cooperative Extension Service, Department of Environmental Regulations (D.E.R's) water quality division, and the Congress of Lake Associations and Ponds.
18. Encourage education on water quality within the S.A.D. 57 science curricula and use of Alfred resources as an outdoor "lab."
19. Meet with officials from Shapleigh, Lyman, Sanford and Waterboro to discuss ways of protecting the quality of water resources that cross town boundaries.
20. Maintain watershed maps for Estes Lake, Shaker Pond, Bungnut Pond and Middle Branch Pond that track development patterns within and outside Alfred.

## **Critical Natural Resources**

1. Maintain shoreland zoning guidelines requiring 250-foot buffers around wetlands of 1 acre or larger, rated and as moderate or high-value by the Department of Inland Fisheries and Wildlife.
2. Consider a 100-foot buffer area around unrated 1 acre and smaller wetlands that are determined to be of high or moderate value.
3. Have the Conservation Commission, with appropriate technical assistance, evaluate the value of large unrated wetlands and conduct an ongoing study of all significant wetlands in town.
4. Identify major wildlife habitat areas and travel corridors and assess whether they are adequately protected by existing and proposed zoning provisions.
5. As part of the development review, require consultation with the Department Of Inland Fisheries and Wildlife (DIFW) and require the detailed mapping of all wetlands, major wildlife habitat and travel corridors, rare and endangered species, and other significant natural features. Require protection measures where deemed necessary.
6. The performance standards in the zoning ordinances should encourage developments in identified scenic areas to preserve existing site lines by sensitive site design. See Volume 2 Chapter 9 Critical Natural Resources.
7. The performance standards in the zoning ordinances should prohibit development on slopes in excess of 25%.
8. Have the Conservation Commission pursue voluntary, non-regulatory approaches for the protection of rare and endangered species and other critical natural resources, such as conservation easements.

## **Agricultural And Forest Resources**

1. Review zoning ordinances to see if it unnecessarily discourages agricultural or forestry activities.
2. Whenever possible, locate active farm and forestry operations and areas of prime agricultural soils in the Rural Residential District.
3. Maintain the clustering requirement for development proposals on tracts of land mapped as prime agricultural soils.
4. As part of buffering standards, require that new residential developments provide adequate setbacks from existing farm and forest operations and maintain existing buffering.

## **Cultural Resources**

1. Continue the inventory and mapping of historic buildings and sites in town, and make nominations for National Register or state landmark designations where appropriate.
2. Pursue voluntary and non-regulatory approaches to encourage the preservation of architecturally and historically significant structures, such as easements and marker designations.
3. Have representatives of the town (selectman, planning board chair, legislators, transportation committee) meet with Maine Department of Transportation to discuss the agency's views on and future plans for Route 202 in the Center Village.
4. Ensure that alterations to town-owned historic buildings do not diminish their architectural value. Require input from the historical committee when planning changes.

## **CHAPTER 6: REGIONAL COORDINATION**

A number of the policies and implementation steps of the Alfred Comprehensive Plan address regional or interlocal issues. They generally involve promoting consistent management of natural resources that cross town boundaries, pursuing interlocal agreements and ventures (e.g. mutual aid) to reduce the cost and improve coverage of municipal services, and long-range transportation planning.

### ***Protecting Shared Natural Resources***

Major surface waters that cross-town boundaries are Estes Lake (Sanford), Middle Branch Pond (Waterboro) and the Mousam River (Sanford), with a large portion of the watersheds for these resources in the adjacent communities. The watershed for Estes Lake extends into Waterboro and Shapleigh, as well. Although Shaker Pond is entirely within Alfred, over 75% of its watershed is in Waterboro (7% in Lyman).

Conversely, a number of lakes and ponds located in other towns have substantial watershed areas in Alfred. These include Northeast Pond (Waterboro), Bunganut Pond (Lyman) and Old Falls Pond (Kennebunk).

A high-yield (yields over 50 gallons per minute) aquifer in the southern end of town extends into Lyman and Kennebunk, and other lower yield aquifers (10-50 gpm), cross into other towns.

Several wetland areas and streams border or have headwaters in neighboring communities.

The main strategy proposed in the Alfred Plan is to address the protection of shared water resources. Have periodic meetings with officials from Lyman, Shapleigh, Waterboro and Sanford to discuss ways of improving coordination in water quality protection, with an emphasis on consistent management standards. Another Plan recommendation is for the town to notify neighboring towns of proposed developments along shared natural resources, and encourage this practice by all towns in the subregion.

Alfred's Plan also recommends that the town begin compiling a map that tracks development pattern within the watersheds of Shaker Pond, Estes Lake and Middle Branch Ponds. The adoption of Shoreland zoning guidelines by Alfred and neighboring communities has provided additional protection to the area's water resources and promote a level of consistency from town to town.

Alfred's Plan has references to the preservation of large tracts of land that cross town boundaries. It identifies these areas as Critical Rural Areas.

### ***Interlocal Cooperation on Services and Facilities***

Alfred Comprehensive Plan, Volume 1 Plan Summary

The main opportunities for interlocal cooperation in this area are fire and rescue and solid waste disposal. The town presently has formal mutual aid agreements with neighboring towns to assist in fire and rescue calls. The plan recommends continued and expanded use of this cooperative program to reduce response times, avoid the need for construction of substations and help address the problem of lagging volunteerism.

Investigate participation in joint purchasing through SMPRC for such items as paper, road salt, tires and tubes, etc and any other available items. This would lead to a possible saving in the town's operating budget.

VOLUME I

APPENDIX A

IMPLEMENTATION

SCHEDULE

## APPENDIX A: IMPLEMENTATION SCHEDULE

The charts on the following pages comprise the implementation schedule for the plan. The implementation schedule provides direction to the town in the carrying out the recommended strategies, specifying who will be responsible for each action and the time frame for implementation. The schedule also identifies the specific policies that each proposed action is intended to address.

Time frames depending on the urgency and complexity of the proposed action. The abbreviation IMMED, indicates the strategy should be implemented immediately after adoption of the plan; ONGO denotes an action or program that should recur. Maine's Growth Management law specifies that revisions to existing zoning ordinances to make them consistent with comprehensive plans should be completed within a year of submission of plans to the state.

Many of these actions can be carried out at little or no cost to the town using existing resources and volunteers. Implementation grants may be available from the state to fund technical assistance on strategies the town feels it needs help. Actions involving major purchases are listed in the Capital Investment Plan (Volume Three).

The following abbreviations are used in describing the parties responsible for implementing actions.

ALL	All town officials, committee members and staff.
AVAIL	Town staff to make sure information available at town office.
AWD	Alfred Water District
BUD	Budget Committee
CEO	Code Enforcement Officer
CIP	Capital Improvements Committee
CONS	Conservation Commission
EMA	Emergency Management Agent
FC	Fire Chief

Alfred Comprehensive Plan, Volume 1

## APPENDIX A: IMPLEMENTATION SCHEDULE

HIST	Historical Society or Committee
LA	Estes Lake Association or other lake associations if formed
LEG	Local Legislators
LIB	Library Board of Directors
MDOT	Maine Department of Transportation
PB	Planning Board
RC	Road Commissioner
REC	Parks and Recreation Committee
RESC	Rescue Chief
SAD	S.A.D 57
SADREPS	Alfred's representatives to S.A.D. 57
SEL	Selectmen
SW	Solid waste committee
TRES	Town Treasurer
TAX	Tax Collector

---

### TIMING FOR IMPLEMENTATION COMPLETION

YASAP	One Year after state approval of the plan.
(D)	Initiated by directive from Selectmen
(A)	Selectmen appointment
ONGO	May currently be in effect. Continue program.
(TM)	Indicates that before step is actually adopted or funded, it must be approved by voters at Town Meeting.

The recommended actions have been abbreviated or rephrased for the sake of brevity. They are included for reference purposes only and the reader should turn back to the Implementation Strategies section to find the action explained in its entirety.



## APPENDIX A: IMPLEMENTATION SCHEDULE

### *Land Use And Development*

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
1. Revise Zoning Ordinance to be consistent with Land Use Plan.	YASAP	PB (TM)	1.1,1.2,1.3,1.4, 1.5, 1.6,1.7,1.8,1.9
2. Continue provisions requiring cluster development in major subdivisions.	ONGO	PB	1.2,1.5,1.9
3. Encourage use of building windows.	ONGO	PB CEO	2.3,18.1
4. Annually monitor residential growth.	ONGO	CEO	1.7
5. In zoning and site plan provisions, add standards promoting well planned commercial and institutional development that fits into Alfred.	2004	PB (TM)	1.4,2.1,4.5
6. Include standards that encourage well-planned growth for commercial and institutional projects.	2004	PB (TM)	1.4,1.6
7. Limit commercial growth to commercial zones.	ONGO	PB (TM)	1.4,4.1,4.2
8. Locate professional offices at selected locations along major arterials.	2004	PB (TM)	4.3
9. Promote development that relates to existing architecture.	ONGO	PB CEO HIST (TM)	2.1,3.2,3.3,3.4, 21.1,21.3
10. Provide options to owners of large land holdings other than development.	2004	PB CONS SEL	1.8,4.6
11. Notify neighboring communities of developments proposed near town borders and shared resources.	ONGO	PB CEO	18.10

### *Housing*

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
1. Update the adopted BOCA Code	ONGO	CEO SEL	5.7,5.8
2. Revise zoning to allow accessory	2005	PB (TM)	5.2,5.3,7.0

## APPENDIX A: IMPLEMENTATION SCHEDULE

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
apartments.			
3. Review mobile home park standards to comply with state/federal standards.	2004	PB CEO	5.4,5.5,5.7
4. Review mobile home construction standards.	2004	CEO	5.7
5. Publicize any available low-interest loans for home improvements.	ONGO	CEO STAFF	5.4,5.8
6. Ensure availability of information on energy-efficient construction and energy audits.	ONGO	CEO STAFF	5.9
7. Ensure town-owned buildings are as energy efficient as possible.	ONGO	CEO SEL STAFF	5.9
8. Encourage energy-efficient design in new buildings.	ONGO	CEO	5.9
9. Track seasonal conversions and impact on town.	2004	CEO	5.10
10. Conduct an inventory of seasonal homes.	2004	CEO	5.10
11. Evaluate need for senior/affordable housing.	2005	SEL PB CEO	5.6,5.11

### ***Public Facilities And Services***

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
1. Establish capital investment reserve fund and fund major capital items as part of CIP process.	2004	SEL (TM)	6.1,6.2

### ***Public Safety***

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
1. Address other public safety equipment needs for planning period	ONGO	FC RESC CIP SEL	7.1,7.2

## APPENDIX A: IMPLEMENTATION SCHEDULE

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
(See Capital Improvement Plan)			
2. Take steps to improve level of volunteer staffing.	2004	SEL FC RESC	7.3
3. Require fire chief inspection of major development projects.	ONGO	PB CEO FC	7.5
4. Maintain mutual aid agreements.	ONGO	FC RESC SEL	7.6
5. Investigate joint bidding/purchasing opportunities.	2004	FC RESC SEL	7.6,7.7
6. Require impact analysis on larger subdivisions.	2005	PB FC RESC	7.8,7.9,7.10
7. If impact fees are developed, factor in public safety effect.	2005	FC RESC PB (TM)	7.8,7.9
8. Identify desirable sites for future dry hydrants.	ONGO	FC	7.9
9. Provide funding to promote 24/7 emergency response capability.	ONGO	SEL BUD (TM)	7.3,7.4

### ***Solid Waste Disposal***

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
1. Continue to promote the benefits of recycling and develop educational programs.	2004	SW STAFF	8.1
2. Develop measures to assure that commercial haulers pay their fair share.	2004	SEL	8
3. Participate with regional towns to sponsor hazardous waste collection days.	2005	SEL SW	8.2,17.2
4. Continue exploring regional solutions to solid waste disposal.	ONGO	SEL SW	8.2,8.3
5. Ensure continued maintenance of the former solid waste disposal site.	ONGO	SEL CEO	8.4
6. Take steps to assure that the former transfer site stays undeveloped.	2004	SEL	8.4
7. Investigate measures to reduce illegal dumping.	2004	SEL CONS SW	8.2,8.5

## APPENDIX A: IMPLEMENTATION SCHEDULE

### *Sewer and Septic*

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
1. Encourage owners of large community septic systems to periodically inspect and monitor them.	ONGO	CEO	9
2. Require monitoring of new community systems.	ONGO	PB CEO	5.10,9.1,9.3,
3. Enforce state statues regarding replacement of failed septic systems.	ONGO	CEO	9.1
4. Monitor seasonal septic systems and require upgrades for conversions.	2004	CEO	9.1
5. Have information on septic system maintenance available at town office.	IMMED ONGO	CEO	9.2
6. Require high-intensity soils mapping for development projects, unless a waiver is given.	ONGO	PB	9.3
7. Require additional test pit locations on small lots.	2004	PB CEO	9.3
8. Ensure that the town is part of any regional discussions regarding extending public sewer to Alfred.	IMMED ONGO	PB SEL	9.4

### *Water Supply*

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
1. Provide protection to water district wells.	ONGO	PB (TM)	10.1
2. Encourage water district to develop long range plans.	2004	AWD PB	10.2
3. Ensure that growth areas coincide as much as possible with areas served by water system.	2004	PB	10.3
4. Encourage new buildings in village area to connect to water system.	ONGO	AWD PB CEO	10.6
5. Adopt additional groundwater	2005	PB	18

## APPENDIX A: IMPLEMENTATION SCHEDULE

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
protection strategies.			
6. Monitor the water quality of the former solid waste disposal site.	ONGO	AWD	10.1, 18.7

### ***Town Government***

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
1. Hold regular meetings between town officials.	ONGO	SEL (D)	11.1
2. Rigorously follow Maine "Right To Know" law.	ONGO	ALL	11.2
3. Require posting of minutes and agendas to all public meetings.	IMMED ONGO	ALL	11.1,11.2
4. Hold an annual Pre-Town Meeting for public comments.	IMMED ONGO	SEL	11.2
5. Continue use of local news media to publicize town affairs and events.	ONGO	ALL	11.2
6. Print quarterly newsletter on town affairs.	ONGO	ALL	11.2
7. Hold annual award presentation for volunteers.	IMMED ONGO	SEL	11.2
8. Investigate municipal management plan alternatives.	2005	SEL	11.3
9. Continue to allocate annual funds for training of board members, town staff and volunteers.	ONGO	SEL (TM)	11.5
10. Maintain current town information on the town web site.	IMMED ONGO	ALL (TM)	11.2

### ***Education***

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
1. Include SAD 57 future capital needs when preparing towns long range	2004	BUD SEL CIP (TM)	12

## APPENDIX A: IMPLEMENTATION SCHEDULE

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
capital needs.			
2. Have SAD 57 representatives attend annual meetings.	IMMED ONGO	SADREPS	12.1
3. Increase School Committee communications with residents.	IMMED ONGO	SADREPS	12.2
4. Investigate alternative methods of school funding.	2005	SADREPS CIP	12
5. Promote regional purchasing.	ONGO	SAD	12
6. Investigate regional exchange program alternatives.	ONGO	SAD	12
7. Lobby for revisions to state school funding formula through Legislature.	2005	LEG SAD SEL	12.1, 12.2

### ***Recreation***

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
1. Investigate possible sites adjacent to surface waters in Alfred for public access.	ONGO	LA SEL CONS REC	14.1
2. Develop map showing open space and public access opportunities.	2004	CONS REC	14.2
3. Preserve and increase public access opportunities through voluntary measures.	2004	CONS REC	14.2
4. Continue to support state reimbursement to local snowmobile club.	ONGO	SEL (TM)	
5. Poll public on most popular and needed programs.	2004	REC SEL	14.4
6. Consider hiring part-time rec. instructor(s)	2004	REC SEL	14.3
7. Consider additional annual support to Parks and Recreational Committee Programs if programs are warranted.	2004	REC SEL BUD (TM)	14.3
8. Make recommendations on improvements to town recreation area.	2004	REC CIP	14.5

## APPENDIX A: IMPLEMENTATION SCHEDULE

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
9. Seek private and public funding for special improvements.	2005	REC (TM)	14.5
10. Communicate with National Forest Service on plans for future public access to federal forest.	2004	REC CONS	14.6
11. Coordinate a clean-up day at the forest.	ONGO	REC CONS	14.6
12. Provide specific town input regarding recreational services at the new Junior High School.	2004	REC SADREPS SEL	14.4
13. Investigate the possibility of developing walking trails in Alfred.	2004	REC CONS	14.4,14.6
14. Coordinate regional recreational programs where feasible.	2005	REC	14.4,14.5

### *Miscellaneous Services*

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
1. Consider 5 to 25 % local match of private funds for additional library books	2004	LIB (TM) SEL BUD	13.1
2. Encourage town-wide involvement in expansion of library.	2005	LIB	13.2
3. Continue to ensure that General Assistance ordinances are in compliance with State regulations.	ONGO	SEL	13.3
4. Investigate workfare programs.	2004	SEL	13.3
5. Continue to review requests for support from Human Service Organizations to be consistent with level of service given Alfred residents.	ONGO	SEL BUD (TM)	13.3

## APPENDIX A: IMPLEMENTATION SCHEDULE

### *Roads and Transportation*

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
1. Establish a Transportation Committee.	2004	SEL	15.1, 15.3,15.4
2. Review road standards for subdivisions.	ONGO	PB (TM)	15.2
3. Add requirement that new roads must be inspected by engineer before acceptance by town.	2004	PB (TM)	15.2
4. For town road projects, try to meet as a minimum, the town's road standards.	IMMED ONGO	PB CEO RC	15.2
5. Adopt a pavement management program.	2004	RC (D)	15.3
6. Continue to allocate monies annually for regular road maintenance.	ONGO	SEL BUD RC (TM)	15.3
7. Develop a comprehensive computerized ranking system of roads	IMMED ONGO	RC (D)	15.3
8. Use ranking system in making decisions.	2005	RC CIP	15.4
9. Prohibit construction of new roads until sub-division approval.	IMMED ONGO	CEO PB	15.2,15.5
10. Adopt performance standards to minimize impact of new roads on adjacent sensitive areas.	2004	PB (TM)	15.5
11. Require sedimentation and erosion control during road construction.	IMMED ONGO	PB (TM) CEO	15.2,15.7
12. Require traffic impact studies.	IMMED ONGO	PB (TM) CEO	15.6
13. Encourage projects to contribute to improving substandard road conditions in vicinity of project.	2004	PB RC (TM) CEO	15.7
14. Consider and adopt road impact fees.	2004	PB (TM)	15.7
15. Require new subdivision lots off arterial roads to have access from internal roads.	ONGO	PB	15.7
16. Require new subdivisions on collector roads to have access and frontage for lots on new interior or	ONGO	PB	15.8



## APPENDIX A: IMPLEMENTATION SCHEDULE

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
existing local roads.			
17. Develop and adopt design standards for entrances.	2004	PB	15.2,15.8
18. Designate "park and ride" lots in town.	2004	SEL	15.8
19. Designate several "bike trails" in town.	2005	SEL CONS	15.10
20. Post information on bus service.	IMMED ONGO	AVAIL	15.10
21. Improve pedestrian access in village area to include crosswalks.	IMMED ONGO	PB CIP	3.6,15.11
22. Investigate alternative funding sources for village sidewalks.	2004	SEL	3.6,15.11
23. Adopt provisions requiring new projects in village area to provide improvements that promote safe pedestrian and bicycle access.	2004	PB SEL	3.6,15.11
24. Provide bulletin board in town office and on web site for car and van pooling information.	IMMED ONGO	AVAIL	15.10
25. Hold forums with MDOT and local legislators on future plans for road improvements.	IMMED ONGO	SEL LEG MDOT	15.11
26. At meetings with neighboring towns, discuss issues concerning regional arterials.	IMMED ONGO	SEL MDOT	15.8,15.10,15.11

### ***Fiscal Strategies***

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
1. Establish a Capital Improvement Committee.	2004	SEL	16.1
2. Develop and implement 5-year capital improvement plan.	2004	CIP	16.1
3. Reassess current borrowing and give consideration incentives to early payment of taxes.	2004	SEL TAX TRES	16.2

## APPENDIX A: IMPLEMENTATION SCHEDULE

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
4. Have all departments submit a standardized budget sheet.	2004	(D) ALL	16.3
5. Investigate alternative funding sources: impact fees, federal and state grants, user fees.	2005	ALL	17.1
6. Continue efforts at state legislature to provide local tax relief.	ONGO	LEG SEL	17.1
7. For new projects, negotiate with developers to provide improvements to roads and recreation improvements made necessary by the project.	IMMED ONGO	PB REC	17.3
8. Investigate a system of impact fees.	2005	PB SEL (TM)	17.3
9. Examine assessment procedures / policies as part of municipal management plan.	2005	SEL	17.4
10. Develop revaluation schedule.	2004	SEL CIP	17.4
11. Study costs of serving tax-exempt properties.	2004	SEL	17.5
12. Consider fees for identified municipal services to tax-exempt properties.	2005	SEL	17.5
13. Use graphs and visual aids in Town report.	ONGO	SEL	17.6
14. In town newsletter, provide additional information on town finances.	2004	SEL TRES	17.6
15. Provide funding for development and maintenance of programs.	ONGO	SEL (TM)	14.4

### NATURAL AND CULTURAL RESOURCES

#### *Water Resources*

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
1. During site development, require strict erosion and sedimentation	ONGO	PD CEO	18.1

## APPENDIX A: IMPLEMENTATION SCHEDULE

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
control.			
2. Conduct an inventory of lakeside septic systems.	2004	CEO LA	18.1,18.3,18.9
3. Encourage best management farming practices.	ONGO	CEO AVAIL	18.4,18.7,18.9
4. Continue use of state shoreland zoning guidelines.	ONGO	CEO PB	18.2
5. Continue water quality monitoring of lakes, rivers and streams.	ONGO	CONS LA	18.3,18.7,18.9
6. Evaluate the protection district for Round Pond watershed.	2004	AWD	18.4,18.11
7. Obtain better data on location and nature of primary recharge area for company wells.	2005	AWD	18.10,18.11
8. Require hydrological impact studies on new development.	2004	PB	18.5
9. Require new nonresidential activities to provide lists of hazmat used/generated by operations.	2004	PB FC EMA	18.6,18.9
10. Require adequate separation between mineral extraction operations and groundwater table	ONGO	PB CEO	18.5,18.8
11. Regularly monitor potential threats to surface and groundwater.	ONGO	CEO CONS LA AWD	18.7,18.9
12. Encourage monitoring and removal of old underground storage tanks.	2004	CEO	18.7
13. Update list of existing and potential threats to surface and ground water.	IMMED ONGO	CONS CEO LA AVAIL	18.7,18.9
14. Continue education program on water quality protection.	IMMED ONGO	CEO CONS LA	18.8
15. Take advantage of technical assistance programs offered by county, state and other agencies.	IMMED ONGO	ALL	18.8
16. Encourage education on water quality as part of S.A.D. science curricula.	2004	SAD CONS SADREP	18.8
17. Meet with officials from neighboring communities to discuss ways of protecting shared resources.	2004	CONS PB SEL	18.10

Alfred Comprehensive Plan, Volume 1

## APPENDIX A: IMPLEMENTATION SCHEDULE

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
18. Maintain watershed maps for Estes Lake, Shaker Pond, Bunganut Pond and Middle Branch Pond.	IMMED ONGO	(D) CONS	18.10

### ***Critical Natural Resources***

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
1. Sustain shoreland zoning guidelines.	ONGO	PB	19.1
2. Consider buffer area around unrated 1 acre or less wetland.	2004	PB CONS	19.1
3. Evaluate non-rated wetlands and continue to inventory wetlands.	2004	CONS	19.2
4. Identify major wildlife habitat areas.	ONGO	CONS	19.3
5. Require mapping of wetlands.	ONGO	PB CONS	19.4
6. Adopt performance standards encouraging new developments to preserve scenic areas.	ONGO	PB	19.5
7. Prohibit development on slopes in excess of 25%.	ONGO	PB	19.6
8. Pursue non-regulatory approaches to protect rare and endangered species and critical resources.	ONGO	PB	19.7

### ***Agricultural and Forest Resources***

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
1. Review zoning ordinance to see if it unnecessarily discourages agricultural or forestry activities.	2004	PB CEO	20.1
2. Whenever possible, locate active farm and forestry operations and prime	IMMED ONGO	CEO PB	20.2

## APPENDIX A: IMPLEMENTATION SCHEDULE

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
ag. soils in Rural District.			
3. Maintain clustering requirement on prime agricultural soils land.	IMMED ONGO	PB	20.2
4. Require new residential developments to provide setbacks from existing farm/forest operations.	ONGO	PB CEO	20.3

### *Cultural Resources*

Proposed Implementation Step	Time-Frame for Completion	Responsible Party(s)	Policies Directly Addressed
1. Continue to inventory historic buildings and sites	ONGO	HIST	21.4
2. Pursue voluntary and non-regulatory approaches to encourage preservation of historic structures.	2004	HIST	21.2
3. Encourage meetings with D.O.T. to discuss future plans for Route 202 in center village.	IMMED ONGO	SEL LEG	21.5
4. Ensure that alterations to town-owned historic buildings do not diminish architectural value.	ONGO	SEL CEO PB HIST	21.2,21.7

VOLUME I

APPENDIX B

MAPS

## **APPENDIX B: MAPS**

- Map 1 Town of Alfred Base Map
- Map 2, Future Land Use Map
  - Referenced Volume 1 Chapter 5
  - Referenced Volume 2 Chapter 8
- Map 3, Town Of Alfred Zoning Map and Shoreland Overlay Districts
  - Referenced Volume 1 Chapter 5
- Map 4, Town Of Alfred Important Natural Areas
  - Referenced Volume 2 Chapter 8
  - Referenced Volume 2 Chapter 9
- Map 5, Town of Alfred Hydrologic Features and Topographic Lines
  - Referenced Volume 2 Chapter 8
- Map 6, Town of Alfred Wet Soils (Hydric), Steep Slopes and Farm Soils
  - Referenced Volume 2 Chapter 8
- Map 7, Town Of Alfred Existing Use Map
  - Referenced Volume 2 Chapter 10
- Map 8, Alfred Historic District.
  - Referenced Volume 2 Chapter 11
- Map 9, Alfred Village, 1872.
  - Referenced Volume 2 Chapter 11

## Map 1 Town of Alfred Base Map



Map 2, Future Land Use Map  
Referenced Volume 1 Chapter 5  
Referenced Volume 2 Chapter 8

Map 3, Town Of Alfred Zoning Map and Shoreland Overlay Districts  
Referenced Volume 1 Chapter 5

Map 4, Town Of Alfred Important Natural Areas  
Referenced Volume 2 Chapter 8  
Referenced Volume 2 Chapter 9

Map 5, Town of Alfred Hydrologic Features and Topographic Lines  
Referenced Volume 2 Chapter 8

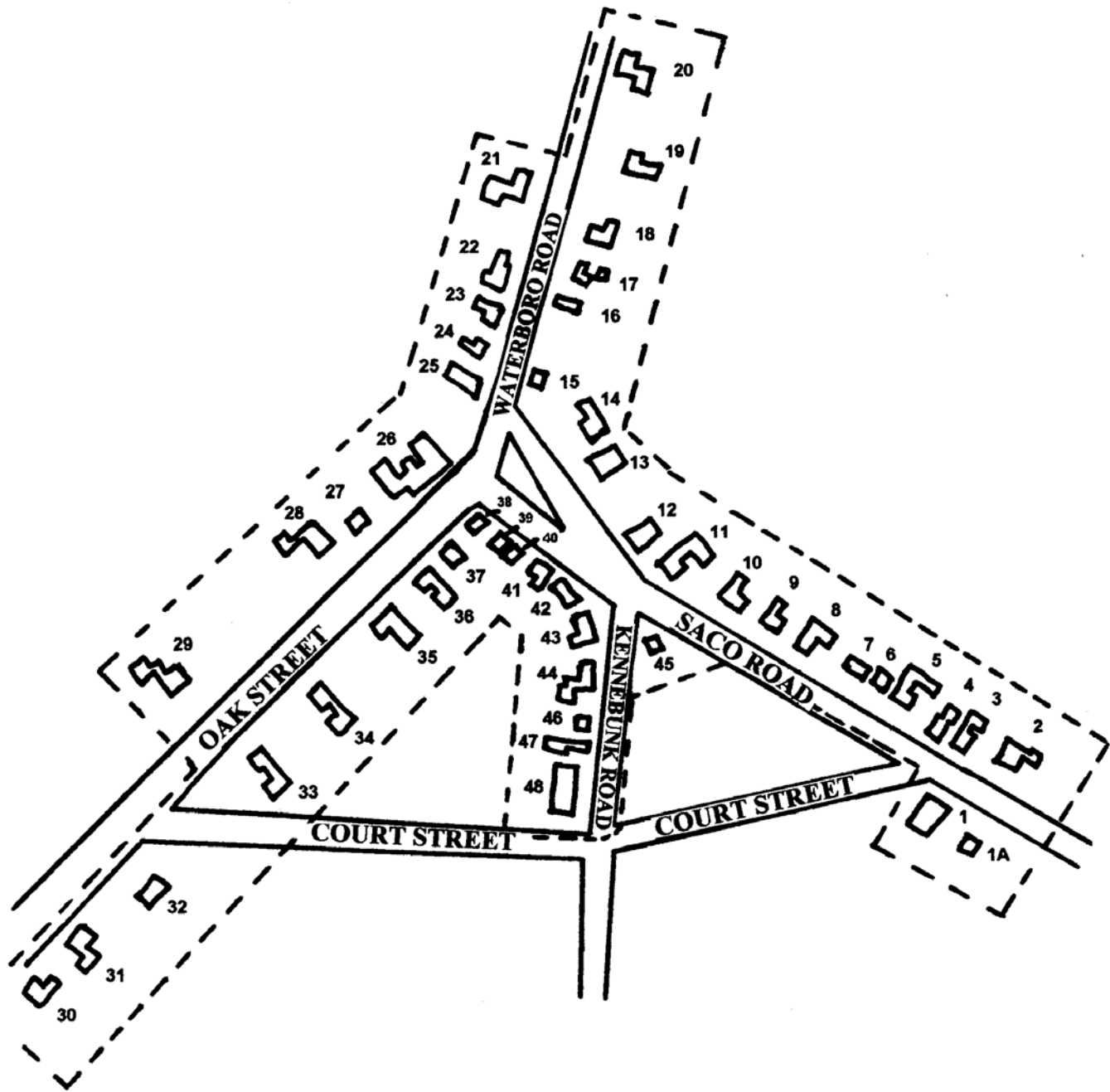
Map 6, Town of Alfred Wet Soils (Hydric), Steep Slopes and Farm Soils  
Referenced Volume 2 Chapter 8

Map 7, Town Of Alfred Existing Use Map  
Referenced Volume 2 Chapter 10

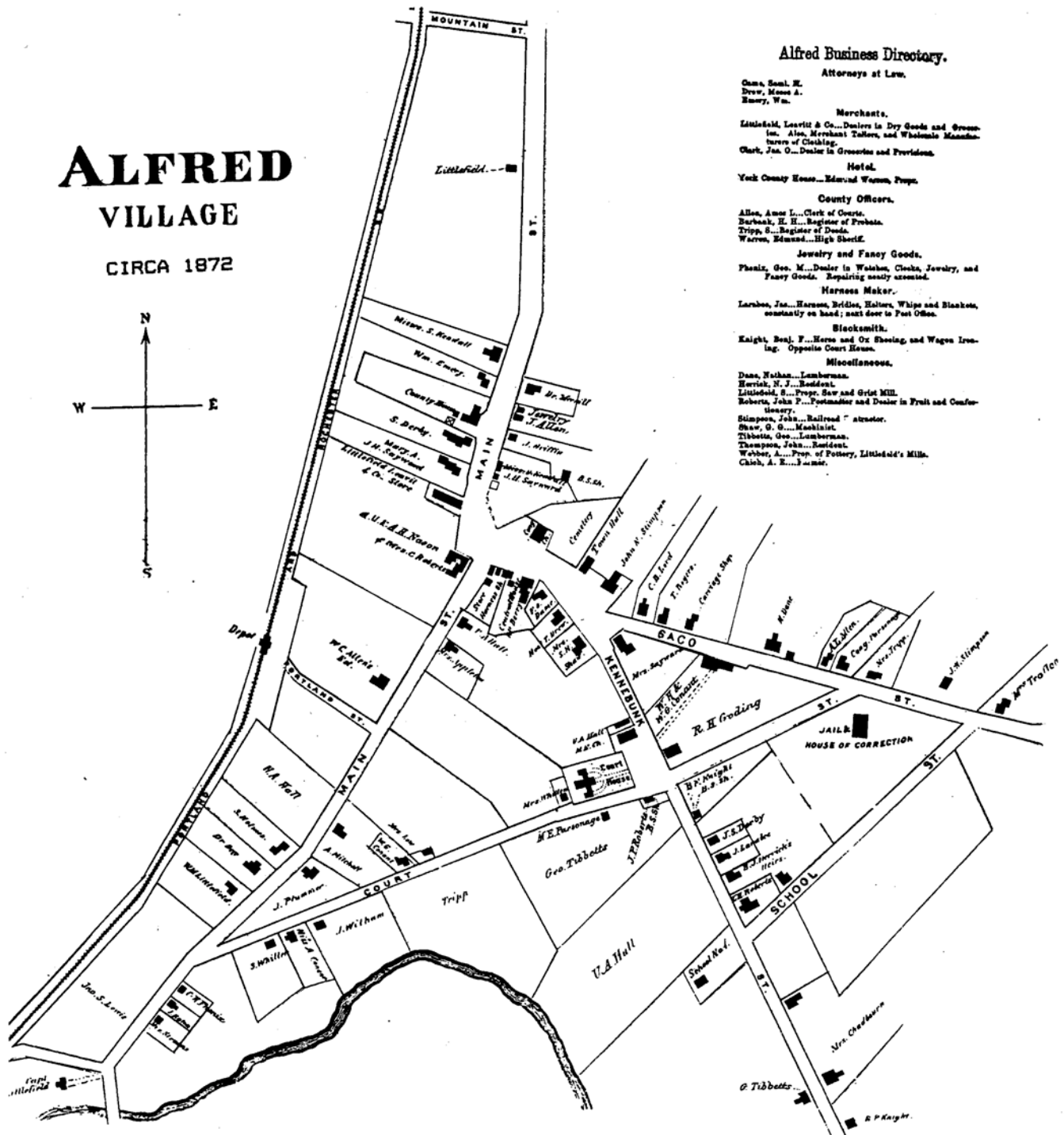
Alfred Comprehensive Plan, Volume 1

Appendix B Maps

Page B-9



Map 8, Alfred Historic District.  
Referenced Volume 2 Chapter 11



Map 9, Alfred Village, 1872.  
Referenced Volume 2 Chapter 11



TOWN OF ALFRED  
COMPREHENSIVE PLAN  
VOLUME 2:  
DATA INVENTORY AND ANALYSIS

2002

# Table Of Contents Volume II

## TOWN OF ALFRED

CHAPTER 1: INTRODUCTION.....	1
Overview .....	1
Maine State Goals .....	2
Organization Of The Comprehensive Planning Committee.....	3
The Planning Process .....	4
Community Profile.....	4
Physical Setting.....	4
Geographic Setting.....	5
Climate .....	6
History .....	6
Alfred Today.....	9
Public Participation In Planning .....	10
CHAPTER 2: POPULATION.....	2-1
Components Of Population Change.....	2-1
The Past .....	2-1
Age Distribution.....	2-3
Non-Household Population .....	2-5
Household Size .....	2-5
Current Population .....	2-5
Population Projections.....	2-6
Summary.....	2-7
CHAPTER 3: LOCAL ECONOMY.....	3-1
History .....	3-1
Labor Force Estimates.....	3-1
Employment by Industry .....	3-2
Employment by Occupation .....	3-4
Location of Employment.....	3-6
Educational Attainment.....	3-7
Income .....	3-8
Business Activity in Alfred .....	3-10
SUMMARY.....	3-11
CHAPTER 4: HOUSING.....	4-1
The Past .....	4-1
The Present .....	4-1
Housing Conditions.....	4-4
Household Characteristics .....	4-4
Housing Affordability .....	4-4
Summary.....	4-6
CHAPTER 5: TRANSPORTATION .....	5-1
Introduction .....	5-1
Inventory Overview .....	5-1
Road Classification .....	5-2

Alfred Comprehensive Plan, Volume 2: Data Inventory

## Table of Contents

Functional Classification .....	5-2
Classification By Maintenance Responsibility .....	5-2
Bridges .....	5-3
State-Maintained Bridges .....	5-3
Town-Maintained Bridges .....	5-3
Heavy Haul Truck Network Bridges.....	5-4
State-Maintained Roads.....	5-6
Town-Maintained Roads .....	5-6
Road Use And Performance .....	5-8
Traffic Volumes .....	5-8
Vehicle Miles Traveled .....	5-9
Highway Safety.....	5-12
Access Management.....	5-12
Summary.....	5-14
CHAPTER 6: MUNICIPAL FACILITIES AND SERVICES.....	6-1
Water Facilities .....	6-1
Alfred Water District.....	6-2
Sewerage.....	6-3
Solid Waste.....	6-4
PUBLIC SAFETY .....	6-5
Alfred Fire Department .....	6-5
Alfred Rescue Department .....	6-6
Police Protection .....	6-7
Emergency Management .....	6-8
Library .....	6-8
Town Government .....	6-8
Communication.....	6-9
Education.....	6-9
Human Services .....	6-10
Summary.....	6-11
CHAPTER 7: RECREATION.....	7-1
The Parks and Recreation Committee.....	7-1
Programs.....	7-1
Facilities .....	7-2
Massabesic Experimental Forest (MEF) .....	7-2
Regional Recreational Resources .....	7-3
Summary.....	7-3
CHAPTER 8: WATER RESOURCES .....	8-1
Alfred Lake and Ponds.....	8-1
The Lake Phosphorus Control Program, D.E.P.....	8-2
Alfred Rivers and Streams.....	8-4
Alfred Watersheds.....	8-5
Regional Watershed Impacts .....	8-6
Aquifers .....	8-6
Alfred's Sand and Gravel Aquifers .....	8-7

Alfred Comprehensive Plan, Volume 2: Data Inventory

## Table of Contents

Alfred's Bedrock Aquifers .....	8-7
Point Source Discharges .....	8-8
Non-Point Sources Of Groundwater Pollution .....	8-8
Existing Measures To Protect Water Resources .....	8-9
Summary .....	8-10
CHAPTER 9: CRITICAL NATURAL RESOURCES .....	9-1
Wetlands .....	9-1
Location Of Wetlands, Deer Wintering Areas, And Fisheries .....	9-1
Deer Wintering Areas .....	9-2
Fisheries Habitat .....	9-4
Endangered Plant Species .....	9-4
Identified Unique Natural Areas .....	9-5
Scenic Areas and Scenic Views .....	9-5
Threats To Identified Critical Natural Resources .....	9-5
Identified Threats .....	9-5
Potential Threats .....	9-6
Existing Measures To Protect Critical Natural Resources .....	9-6
Summary: .....	9-7
CHAPTER 10: AGRICULTURAL AND FOREST RESOURCES .....	10-1
Alfred Agricultural Land .....	10-1
Agriculture-Dependent Land Uses and Facilities .....	10-1
Commercial Forest Land .....	10-2
Forestry-Dependent Land Uses and Facilities .....	10-2
Maine State Farm and Open Space Law Taxation Program .....	10-3
Maine State Tree Growth Tax Law Program .....	10-3
Threats To Farmland and Forests .....	10-3
Existing Measures To Protect Agricultural and Forest Resources .....	10-3
Summary .....	10-3
CHAPTER 11: HISTORIC AND ARCHAEOLOGICAL RESOURCES .....	11-1
Alfred's History: Events, Development and Character .....	11-1
Historic Resources .....	11-1
The National Register Of Historic Places .....	11-1
The Alfred Historic District .....	11-1
"Statement Of Significance," Historic District, (Excerpted) .....	11-2
Other Historic Buildings .....	11-4
Alfred Cemeteries .....	11-7
Prehistoric and Historic Archaeological Sites In Alfred .....	11-7
The Alfred Quarry .....	11-7
Existing Measures To Protect Historic Resources .....	11-8
Summary .....	11-8
CHAPTER 12: LAND USE .....	12-1
Historical Perspective .....	12-1
Existing Land Uses .....	12-2
Trends In Residential Land Use .....	12-4
Tax-Exempt Land Uses .....	12-4

## Table of Contents

Summary.....	12-5
CHAPTER 13: FISCAL CAPACITY.....	13-1
Valuation .....	13-1
Tax Rate .....	13-1
Equalized Tax Rate .....	13-2
Expenditures .....	13-2
REVENUES .....	13-5
MUNICIPAL DEBT .....	13-6
Capital Improvement Program .....	13-7
Summary.....	13-7
CHAPTER 14: THE SUMMARY AND ANALYSIS .....	14-1
Population.....	14-1
Summary of Inventory and Analysis.....	14-1
Planning Implications and Other Issues .....	14-2
Economy.....	14-2
Summary of Inventory and Analysis.....	14-2
Planning Implications and Other Issues .....	14-3
Housing .....	14-4
Summary of Inventory and Analysis.....	14-4
Planning Implication and Other Issues.....	14-4
Land Use And Development .....	14-5
Summary of Inventory and Analysis.....	14-5
Planning Implication and Other Issues.....	14-6
Public Facilities.....	14-7
Summary of Inventory and Analysis.....	14-7
Planning Implications and Other Issues .....	14-8
Recreation.....	14-9
Summary of Inventory and Analysis.....	14-9
Planning Implications and Other Issues .....	14-10
Transportation.....	14-11
Summary of Inventory and Analysis.....	14-11
Planning Implications and Other Issues .....	14-12
Fiscal Planning.....	14-13
Summary of Inventory and Analysis.....	14-13
Planning Implications and Other Issues .....	14-14
Natural Resources .....	14-14
Surface and Groundwater .....	14-14
Summary of Inventory and Analysis.....	14-14
Planning Implications and Other Issues .....	14-15
Other Natural Resources .....	14-15
Summary of Inventory and Analysis.....	14-15
Planning Implications and Other Issues .....	14-16
Cultural Resources .....	14-16
Summary of Inventory and Analysis.....	14-16
Planning Implications and Other Issues .....	14-17

Alfred Comprehensive Plan, Volume 2: Data Inventory

# CHAPTER 1: INTRODUCTION

## *Overview*

This is Volume 2 of the 2000 Comprehensive Plan for the Town of Alfred, Maine. The Comprehensive Planning Committee used the 1991 Plan as a guide for developing the new Plan.

Volume 2 deals with the inventories and analysis of existing conditions of the following topics:

- Population
- Local Economy
- Housing
- Transportation
- Public Facilities
- Recreation
- Water Resources
- Agricultural and Forest Resources
- Historic and Archeological Resources
- Land Use
- Fiscal Capacity

In brief, the inventory and analysis of each topic includes:

- A discussion of recent trends that will provide a picture of where the Community has been and where it is headed.
- A description of existing conditions.
- Projections where appropriate.
- An analysis of issues and implications. What problems or issues are raised by the information collected and how serious are they? If certain trends continue, what will the impact be on the Community? Do the issues raised deserve specific attention in the Policy section of the Comprehensive Plan? Analyzing issues and implications is the link between the inventory and the formulation of policies.

Basically, the Inventory section gives the Comprehensive Planning Committee the information necessary to create a foundation in which the future Policies can be constructed.

The Comprehensive Plan will be a guide for managing town affairs in the future. The Plan provides a blueprint of what the town wishes to be and makes recommendations for following the blueprint. It serves the following functions:

Alfred Comprehensive Plan, Volume 2: Data Inventory

1. An up-to-date Comprehensive Plan serves as a legal foundation for the town's zoning regulations and other ordinances. Any legal challenge of town ordinances will be based primarily on whether they are consistent with the town's Comprehensive Plan.
2. It sets a coordinated strategy for the town's future, based on the desires of the citizens and on the assessment of current conditions and anticipated needs.
3. It offers guidance to Town Boards, committees and other decision-makers, by providing a set of voter-approved goals, policies, and recommended implementation steps.
4. The plan serves as a framework for fiscal planning and developing a Capital Improvement Program.
5. It provides a forum for ongoing public discussions about the community's future.
6. It summarizes and analyzes background information on the town's natural, fiscal, and economic resources, its facilities and services, and its growth and land use trends.

Although the Comprehensive Plan must be approved by voters at town meeting, it is not an ordinance or regulatory document. Recommendations are made for zoning revisions and capital investments, but these items require consideration and approval at subsequent town meetings before they actually go into effect.

The Comprehensive Plan is intended to provide direction, not dictate an inflexible course of action. The plan can be revised at anytime by town meeting vote.

Comprehensive planning is essentially a process, and the document should reflect changing conditions and priorities. It is recommended that the Plan be reviewed and updated every 5 years and completely revised every 10 years to reflect new information, emerging planning issues, and changing citizen attitudes.

### ***Maine State Goals***

Guidelines recommend that Comprehensive Plan policies "shall promote the following State goals":

1. To encourage orderly growth and development in appropriate areas of each community, while protecting the State's rural character, making efficient use of public services and preventing development sprawl;
2. To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development;

3. To promote an economic climate that increases job opportunities and overall economic well-being;
4. To encourage and promote affordable, decent housing opportunities for all Maine citizens;
5. To protect the quality and manage the quantity of the State's water resources, including lakes, aquifers, great ponds, estuaries, rivers and coastal areas;
6. To protect the State's other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas.
7. To protect the State's marine resources industry, ports and harbors from incompatible development and to promote access to the shore for commercial fishermen and the public;
8. To safeguard the State's agricultural and forest resources from development which threatens those resources;
9. To preserve the State's historic and archeological resources; and
10. To promote and protect the availability of outdoor recreation opportunities for all Maine citizens, including access to surface waters.

### ***Organization Of The Comprehensive Planning Committee***

In September 1998, the selectmen appointed a volunteer committee for a term necessary to finish the plan. They charged the Committee with developing a Comprehensive Plan for managing growth over the next decade. The Southern Maine Regional Planning Commission (SMRPC) provided some assistance in data collection.

<u>Funding sources for the planning processes are:</u>	
Town Appropriation	<u>\$3,325.00</u>
State Planning Grant	<u>\$10,000.00</u>
Total:	<u>\$13,325.00</u>

Starting in September 1998, the Planning Committee met monthly and in March 2001 the committee met weekly. It announced meetings, all being open to the public. Committee members attended the regular meetings, SMRPC workshops and seminars. They worked extra hours collecting data. They held public forums for the Town of Alfred and worked on three public opinion surveys. Committee members spent time communicating with Regional and State Agencies, by phone, mail and e-mail. They conferred with town officials, various town committee members, and interested town residents.



## ***The Planning Process***

The State Guidelines require that the planning process should include following stages:

1. **Inventory and Analysis.** A comprehensive plan shall include an inventory and analysis section addressing state goals under this subchapter and issues of regional or local significance the municipality considers important. The inventory must be based on information provided by the State, regional councils, and other relevant local sources. The analysis must include 10-year projections of local and regional growth in population and residential, commercial and industrial activity; the projected need for public facilities; and the vulnerability of and potential impacts on natural resources.
2. **Policy Development.** A comprehensive plan must include a policy development section that relates the findings contained in the inventory and analysis section to the state goals.
3. **Implementation Strategy.** A comprehensive plan must include an implementation strategy section that contains a timetable for the implementation program, including land use ordinances, ensuring that the goals established under this subchapter are met. These implementation strategies must be consistent with state law and must actively promote policies developed during the planning process. The timetable must identify significant ordinances to be included in the implementation program. The strategies and timetable must guide the subsequent adoption of policies, programs and land use ordinances.
4. **Regional Coordination Program.** A regional coordination program must be developed with other municipalities to manage shared resources and facilities, such as rivers, aquifers, transportation facilities and others. This program must provide for consistency with the comprehensive plans of other municipalities for these resources and facilities.
5. **Implementation Program.** An implementation program must be adopted that is consistent with the strategies in subsection 3.

## ***Community Profile***

Alfred, Shiretown of York County, is the geographic center of the fastest growing county in Maine. It is an old-time community. The town retains the characteristics of a typical New England Village.

The rural atmosphere, created by the physical setting, the substantial architecture and the friendly townspeople appeal to Alfred's citizens. These attributes are attractive to others as well. Perceiving the area as having a superior quality of life, people are migrating to Maine in increasing numbers.

## ***Physical Setting***

Alfred Comprehensive Plan, Volume 2: Data Inventory

The last ice age created the town's present physical surface. Thick sheets of ice carved away the stratified Devonian-period rock, and, 14,000 years ago, the glaciers receded from Alfred. The mantle of ice and rock created the hills, valleys, flatlands and surface waters that comprise the raw land. The topography, soil composition, hydrology, and vegetation determined how the original settlers selected their home sites.

To the northwest of present route 202 the soil is chiefly coarse glacial till. The southeast end of town has soil resulting largely from deposits of glacial melt water, consisting of sand and gravel deposits. In the Gore, a narrow strip of ice contact deposits follows the course of the Middle Branch Stream. A larger area of ice contact deposits runs across the middle of Alfred, in the village area, in a north south direction. The ice contact deposits, often 100 feet thick, consist of sand, gravel, cobbles, and boulders. These areas contain sand and gravel aquifers. They are the best sources of large supplies of groundwater. Under favorable conditions they may yield up to 1,000 gallons of water per minute.

There are two distinct topographical areas, roughly made up of the southern and the northern parts of town. Southern Alfred has the lowest elevations above sea level, near Hay Brook and Estes Lake. From the tip of southern Alfred up to the center village, the land is generally flat, and is 200 to 250 feet above sea level. This flat plain is the inner margin of the continental shelf, occupying the southern end of town, including the village, up to the foot of Brackett Hill.

In northern Alfred, the highest elevations start abruptly at Brackett Hill (480 ft.) and Yeaton Hill (600 ft.) and extend northward through town. The highest elevation is 1020 feet on Fort Ridge at the Shapleigh town line. The steepest slopes occur on the eastern faces of Brackett and Yeaton Hills, and on Fort Ridge. The developed areas in the Alfred Gore are generally 400 to 600 feet above sea level.

Middle Branch Pond is situated 419 feet above sea level. Shaker Pond is 230 feet and Estes Lake is 215 feet.

Topography and surficial geology define the town's physical features. These features include: soil type, forest cover, vegetation, slope, surface waters, ground water, wetlands, wildlife habitat, and hazard areas - features that define the land's suitability for development.

Historically, these variations in the land influenced the settlement patterns. The early residents generally took the prime locations. Today, suitability of Alfred's undeveloped land will dictate where the town grows.

## ***Geographic Setting***

Maine has four regions: (1) the Coastal Lowlands, (2) The Hilly Inland Belt, (3) The Mountain Division in the Northwest, and (4) the Upland Plateau in the far north. Alfred is on the edge of the Coastal Lowlands, and the northern end of town lies where the Hilly Inland Belt begins. This location influences the town's climate and land use patterns.

Ports, cities and seacoast resort communities lie to the Atlantic side of Alfred. To the South are Portsmouth & Kittery with long shipbuilding traditions and where the Portsmouth Naval Shipyard and Pease International Trade Port provide employment to many Alfred residents. The beaches of York, Ogunquit, Kennebunk, Wells and Old Orchard are only a half-hour's drive. The Scarborough Marsh and South Portland are also a half-hour away.

The historic port of Portland has diverse employment opportunities, shopping centers, financial districts, and cultural attractions. The city has a class AA professional baseball team and a professional hockey team. The jetport and international ferry give Alfred quick accesses to long distance travel. The commuting time is forty minutes for Alfred residents employed in the Greater Portland area.

A drive inland reaches mountains, major lakes, ponds, rivers, streams, and wilderness areas. These areas support a large tourist industry, as does the coastal division. They offer skiing, snowmobiling, ice fishing, hunting, fishing, hiking, bird-watching, camping, sight-seeing, foliage trips, white-water rafting, and many other outdoor activities.

## ***Climate***

The town's climate shares features common to both the coastal area and to the hilly inland area. Located in York County where the coast faces south, Alfred has a landmass to its south. The climate is warmer than the rest of the state, resembling that of southern New Hampshire.

The weather is warmer in the summer, and colder in the winter than it is nearer to the coast. There are more clear days annually than along the coast because the coastal fog usually doesn't penetrate into Alfred. East and southeast winds bring oceanic influences, whereas winds from the northwest, west and south bring interior effects.

When the prevailing northwest winds carry wet air over the higher elevations down into Alfred and the coastal area, the air dries out. Thus, it may be unsettled in the interior and clear in Alfred.

In summer, when the wind is out of the east or southeast, Alfred may have a cooling sea breeze and sometimes coastal fog. In the winter, such a southeast wind may bring rain in Alfred and snow in the mountain area.

In winter there are sometimes differences in weather conditions between the northern and the southern sections of the town. Low-lying clouds may decrease visibility in the north, but not in the south. Icing conditions may occur at the higher elevations, but not in the southern end of town.

## ***History***

The first humans to inhabit Alfred arrived about 12,000 years ago. They remained undisturbed until the period of discovery began in 1498 and continued through 1604. France and England contested for

dominion of Maine. The locale that would later become Alfred remained largely under English control. Colonization of the Maine coast started in 1622.

Until the fall of Quebec to the English in 1759, continual conflict resulted in five wars between the English, French and Indians. Because of the wars and destruction, people did not settle in the interior areas. They preferred to live in the coastal areas, near rivers. The French surrendered Canada in 1760. After the Treaty of Paris in 1763 the British dominated North America. Settlement of interior regions of Maine began shortly after the end of hostilities.

The first settler, Simeon Coffin of Newbury, Massachusetts, arrived in 1764. He settled on the north side of Massabesic Pond (now called Shaker Pond). The early settlers who followed him lived, as he did, in wigwams and later in rough cabins. Soon, they built permanent homes. Daniel Gile built the town's first two-story house around 1765. The home, owned by an unbroken succession of Gile heirs, still stands today on Federal Street.

Within twenty years there were sawmills, gristmills, a forge, a brickyard, tanners, and potters. The first school began in 1770. The settlers provided for their needs with handmade tools, including spinning wheels, cobbler's tools, and furniture. What they needed they had to make. They fished and hunted; they preserved their meat by pickling and smoking; they raised Indian corn for their bread and pudding. They cleared the land; they built the stonewalls that stand today. Each family was a self-sufficient unit.

The town of Sanford incorporated in 1768, and included Alfred, then called "Massabesic." Later the town became the "North Parish of Sanford." Finally the town became "Alfred" in 1794 when it separated from Sanford.

In 1799 the population was 400, with 122 taxpayers. There were ten sawmills and six gristmills. Other industries included pottery, tanning, and a brickyard. The roads developed from existing Indian trails.

A thriving lumber industry developed, and it influenced subsequent land use patterns. After cutting the timber, the settlers used the cleared land for crops and pasture; they developed an agricultural economy. They cut virgin pine for the lucrative mast trade, and named "Mast Road." The lumber business continued until recent times, with many saw mills operating on local streams.

The Shakers became an important part of the community in 1781 and built a meetinghouse in 1794. They originally owned 1000 acres between what is now Bunganut Lake and Shaker Pond. They organized the Shaker Community in 1793.

At its zenith, the Shaker community had more than fifty buildings. The converts continued to grow so that a second family became necessary by 1800 and still another by 1805. After nearly 150 years, the Shakers went into decline. In 1931 the twenty-one-surviving members joined the Sabbathday Lake Community, thus ending the Alfred Shaker Community. The Shakers sold the property to the present owners, the Brothers of Christian Instruction, who named it the Notre Dame Institute.

Beside the Shakers there were in the early 1800's a Congregationalist, a Baptist and a Methodist Episcopal Church. A Free Baptist Church, built at Alfred Mills in 1855, became the Alfred Grange in 1935 and it is now a commercial building.

Historians separate the early residents into three categories: (1) merchants and professional men of the village, (2) mechanics and manufacturers, of which lumber was the principal business, and (3) farmers. Each of these classes decreased in numbers after 1845 until they began to increase again in 1867.

Between 1800 and 1820, residents built most of the principal buildings now standing in the village. At this time all local courts were centered in Alfred. After Alfred became the York County Shiretown in 1806, the County Court House was built in 1807, at a cost of \$3,499.99. The Methodist Church, located on the courthouse lawn, was dedicated in 1834, and was demolished in 1932.

Many professional men moved to town and built substantial homes that are now listed in the National Register of Historic Places in the State of Maine.

In 1820, Maine became a state. John Holmes, an Alfred resident, helped achieve Maine's separation from Massachusetts. He was one of Maine's first two United States Senators. "The John Holmes House" on the Waterboro Road was called the "Bow and Arrow House" because of the elaborate balustrade that included bows with arrows. The arrows pointed downward to express "friendship toward the Indians."

Alfred flourished between 1830 and 1845, a period of prosperity roughly coinciding with what historians describe as "Maine's Golden Age."

The railroad reached Alfred from Waterboro in 1864; continued west, reaching Rochester in 1871. Then the name was "The Portland and Rochester Railroad." During the busiest years from 1910-1920, more than thirty trains a day passed through Alfred. The last passenger service ended in 1949, and the last train ran in 1961. The railroad further strengthened Alfred's status as a shire town.

Before and after the Civil War, Alfred went into a moderate decline, reaching its lowest ebb in 1867. Westward migration caused part of the decline. The farm population decreased, the lumber industry declined, and the local economy suffered. By 1866, only one store remained and that one burned in 1867; the old Griffin Hotel burned the same year.

Alfred did not suffer from out-migration as much as many other towns. Being the county seat, the town attracted many professionals. Service businesses grew to support the professional population. The town remained a trade center and had a substantial agricultural economy. Alfred maintained a stability that has characterized most of its history. For over a century and a half, the population has fluctuated much less than it has in most other Maine towns of similar size.

Industrial development never occurred to any degree. By not being heavily dependent upon a specific economic sector, the town escaped the effects of sharp changes in the business cycle. More recent years saw operations in camping trailers, plastics molding, and machine shops, among others, but Alfred has never provided any substantial industrial employment.

Alfred Comprehensive Plan, Volume 2: Data Inventory

The past fifty years have been a period of relative stability. During this time, development in Maine has shifted from rural to urban areas. Alfred has remained a rural residential community; there has been an increase in home based business and occupations, which was encouraged by the prior comprehensive plans. Today, most of employed residents work in another town.

In 1947, when widespread forest fires burned throughout Maine, Alfred lost 4,500 acres of woodland and two residences. North Alfred burned above Gebung and Avery Roads; a strip in southeast Alfred burned along the Lyman town line. The 1954 hurricane destroyed a relic of colonial times: "The Whipping Post Tree" located on what was then Dr. Richards' front lawn.

Alfred residents have served in all America's wars since the Revolution. The community honors its servicemen and servicewomen each year on appropriate holidays. The American Legion is active. A succession of individuals representing veterans' organizations have continued to place flags on veterans' graves.

Faced with rapid growth, Alfred wrote its first comprehensive plan in 1973. In December 1981 the town voted to enact a building moratorium for nine months while the Planning Board revised the 1973 Comprehensive Plan and the Zoning Ordinances. The town took this action because the population had increased by 56% during the previous decade. The 1983 Comprehensive Plan projected that the 1990 population, based upon an average annual growth rate of 5.6% would be 2,950. However, this projection was substantially overstated. In fact, the true population was only 2,238. Ten years later, the town grew in population to 2,497. In the year 2002, because of the threat of unregulated development, the town voted to limit the number of building permits to 40. Appendix A includes the goals and policies of the 2002 Comprehensive Plan.

## **Alfred Today**

Municipal operations continue to be directed by a three-member board of selectmen. The Town Meeting form of government has continued for over two and a half centuries.

The town budget supports cultural facilities and services, such as the Parsons Memorial Library, and summer band concerts. Social service organizations receive community tax support. The Town Hall and the Conant Chapel are available for cultural and recreational activities. A recreational program offers a variety of activities.

Volunteers maintain public safety. A 1999 Public Opinion Survey gave high ratings to the Fire Department and the Alfred Rescue Service. Police protection continues to be by the York County Sheriff's Department and State Police.

Properties in the Village and throughout the rest of the town are largely well maintained. Alfred's character is that of a pleasant and attractive community. Memorial Day observations continue. There is an Alfred Summer Festival, with a parade, entertainment, a Lions' Club breakfast of pancakes and sausage, refreshment stands, crafts, and a chicken barbecue at the Conant Chapel. At Christmas, there are town-

wide decorations, and the Village Center is especially well decked-out. Winter sporting activities include skating at the Brothers, Shaker Pond and Estes Lake; cross-country skiing, ice fishing, and snowmobiling.

The population of Alfred increased 32% over the last twenty years. Rising real estate prices are putting home ownership out of reach for many first time buyers. More people need more housing, more educational facilities, more public safety, and more transportation facilities. All this requires additional municipal revenues. Uncontrolled growth will threaten the community's remaining natural resources - those resources that give the town its unique rural character.

In spite of the pressures of rapid growth, Alfred has retained its identity. It is still a "Classic New England Village."

## **Public Participation In Planning**

In developing Alfred's 2000 Comprehensive Plan, the committee has encouraged public awareness and interest. The ultimate success of this plan depends upon public participation. The committee tried to involve Alfred citizens in every stage of the planning process.

In November of 1999 the 2000 committee mailed the same survey used by the previous Comprehensive Planning Committee and a second survey was given out at a public forum in April 2001.

There is a summary of these first surveys in Town of Alfred, Comprehensive Plan, Volume 1: Plan Summary. For a complete tabulation of the survey results, see Appendix C, Volume 2.

The committee held Public Forums. The first was on December 12, 2001 when the planning process and first survey results were reviewed. Members of all the town committees were invited.

On April 29, 2002, the next public forum was held. It concentrated on growth, transportation and open space planning.

The final public form was held on May 30, 2002, which reviewed much of the information from past forums.

The committee used the information, opinions, and suggestions from the surveys and forums to write the goals and policies, and implementation strategies contained in Volume 1, Plan Summary.

The committee regularly included news in the quarterly Alfred Newsletter mailed to residents by the Selectmen's Office. The committee supplied news items to the local correspondents for the weekly Sanford News and Biddeford Journal Tribune for publication in the Alfred News section. The committee announced Public Forums in the Smart Shopper, and the Alfred Newsletter.

Alfred Comprehensive Plan, Volume 2: Data Inventory

Both the regular and any unscheduled committee meetings were posted at the town hall. The committee has frequently requested public involvement through committee membership or volunteer efforts in specific areas.

The committee has obtained valuable data and opinion input from: municipal officials, service organizations and committees, the library board, historical committee and society, area agencies, businesses, Southern Maine Regional Planning Commission and from concerned individual residents.

The state gave presentations on urban sprawl and transportation issues.

Committee members entered Map and lot information into Arc View Geographic Information System (GIS) and entered actual acreage's into the Property Database. The 911 database was created to align residents of Alfred with the map and lot identifiers.

Throughout the Planning Process, committee members encouraged people to participate and they tried to get "one-on-one" opinions from their friends and neighbors.



## CHAPTER 2: POPULATION

### *Components Of Population Change*

The two components of population change are “*natural increase*” and “*net migration*.” *Natural increase* (or decrease) in any area is the result of births minus deaths. *Net migration* is the number moving into any area minus the number moving out, and is described as either *net in-migration* or *net out-migration*.

“*Net population increase*” (or decrease) is the arithmetic sum of the above two components.

### *The Past*

Alfred’s population has *doubled* since 1970. However, it was only during the 1970s that the town regained the population it had over a hundred years ago. The town’s previous population peak was 1,319 in 1850. In the period following the Civil War, Alfred’s population steadily declined, reaching its low point with the 1920 Census. During this era of heavy industrial development, Maine experienced a population shift to urban areas. In Alfred, residents moved because of employment opportunities in Sanford, Biddeford/Saco, and the greater Portland areas. The “Westward Expansion” phenomenon also caused out-migration as New England farmers gave up on a rock-filled landscape for the fertile soils of the mid-west.

Alfred’s population had increased at a gradual and steady rate for 50 years, rising from 739 to 1,211 residents in 1970. Between 1950 and 1970 the town’s population increased by less than 100. Then a period of more rapid regrowth began in the 1970s. Many people moved “back to the land”, seeking to exchange a debilitating urban existence for what was perceived to be a better quality of life in small urban or rural areas of Maine. Other factors contributing to the in-migration were the rural housing program (Farmers’ Home Administration), the ease of commuting to work in the larger towns, and the economic security of southern Maine.

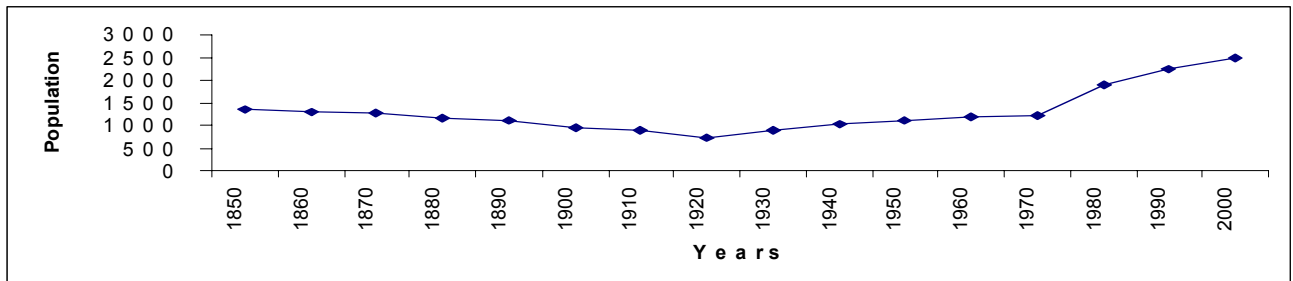
The 1992 Comprehensive Plan contained population estimates for 1990. After the release of the 1990 Census, we learned that these estimates were high. The 1990 population estimate in the previous Comprehensive Plan was almost 2,600. The Census reported the actual population as 2,238. This means the actual growth during the 1980s was only half of that assumed by the estimates in the previous plan. The rest of this discussion reflects the *actual* population of Alfred, York County and the surrounding towns; as compared to the *estimates* discussed in the 1992 plan.

Table 2-1. Historic Population Changes, 1900-2000

Year	Population	Number	Change Percent	% Avg. Annual Growth Rate
1900	937			
1910	890	-47	-5.0 %	-0.5 %
1920	738	-152	-17.1%	-1.7 %
1930	883	145	19.6 %	1.9 %
1940	1,039	156	17.6 %	1.7 %
1950	1,112	73	7.0 %	0.7 %
1960	1,201	89	8.0 %	0.8 %
1970	1,211	10	0.8 %	<0.1 %
1980	1,890	679	56.1 %	5.6 %
1990	2,238	348	17.8 %	1.8 %
2000	2,497	259	11.6%	1.16%

Source: U.S. Census

Figure 2-1. Historical Population Trends, 1850 - 2000



Source: U.S. Census

During the last decade, Alfred grew at a slightly slower rate than York County as a whole. However Alfred's growth rate was substantially less than most of the surrounding towns.

Table 2-2. Comparative Population Growth, Alfred and Surrounding Towns 1980 - 2000

	1980	1990	Change 1980-1990		2000	Change 1990-2000	
			Number	Annual % Growth Rate		Number	Annual % Growth Rate
<b>Alfred</b>	<b>1,890</b>	<b>2,238</b>	<b>348</b>	<b>1.84%</b>	<b>2,497</b>	<b>259</b>	<b>1.16%</b>
Lyman	2,509	3,390	881	3.51%	3,795	405	1.19%
Kennebunk	6,621	8,004	1,383	2.09%	10,476	2,472	3.09%
Sanford	18,020	20,463	2,443	1.36%	20,806	343	0.17%
Shapleigh	1,370	1,911	541	3.95%	2,326	415	2.17%
Waterboro	2,943	4,510	1,567	5.32%	6,214	1,704	3.78%
York County	139,666	164,587	24,921	1.78%	186,742	22,155	1.35%
State	1,125,000	1,228,000	103,000	0.92%	1,275,900	47,900	0.39%

Source: U.S. Census

Table 2-3. Population Growth Rates, Alfred and Surrounding Towns, 1980-2000

Annual % Growth Rate 1980-1990		Annual % Growth Rate 1990-2000	
Waterboro	5.32%	Waterboro	3.78%
Shapleigh	3.95%	Kennebunk	3.09%
Lyman	3.51%	Shapleigh	2.17%
Kennebunk	2.09%	Lyman	1.19%
<b>Alfred</b>	<b>1.84%</b>	<b>Alfred</b>	<b>1.16%</b>
Sanford	1.36%	Sanford	0.17%

### *Age Distribution*

Alfred's population was slightly older than all of the surrounding communities except Kennebunk. The 1990 median age in Alfred was 36.5, substantially higher than Waterboro (30.4), Sanford (32.0), and Lyman (32.1). The York County Median Age was 33.7 in 1990. Table 2-4 shows the distribution of the population in 2000 by thirteen age categories. Alfred had the lowest percentage of young children than any of the surrounding towns, and was lower than the County and State. The percentage of elderly was higher in Alfred than any of the surrounding communities except Kennebunk and higher than the county and state.

Table 2-4. 2000 Age Distribution, Alfred and Surrounding Towns

	Alfred	Kennebunk	Lyman	Sanford	Shapleigh	Waterboro	York County
<5	105	533	226	1,316	123	511	11,016
5-9	139	780	288	1,584	156	581	13,111
10-14	182	892	322	1,616	185	522	14,030
15-19	168	638	241	1,588	143	410	12,185
20-24	106	255	176	1,137	101	290	8,738
25-34	246	1,046	462	2,615	252	990	23,154
35-44	423	1,812	717	3,413	427	1,241	32,859
45-54	394	1,662	654	2,774	370	821	28,470
55-59	139	564	247	934	125	233	9,843
60-64	119	475	149	828	110	178	7,907
65-74	294	873	216	1,456	175	259	13,623
75-84	146	661	86	1,122	127	144	8,748
85>	36	265	11	423	32	34	3,058

Source: U.S. Census

Alfred has been aging during the past three decades. In 1980, the median age in town was 35.0, and in 1990 it was 36.5. The median age for the year 2000 is 42.2. Some of this increase is part of national demographic trends. The “Baby Boom” generation has matured and our seniors are living longer. However, between 1980 and 1990 there was a decline of 76 people age 34 or less. During this same time period, the number of people age 60 and older increased by 98. In Table 2-5 the maturing of the baby boomers is shown by the increase in the number of people age 35-44 between 1980 and 1990 and age 45 and 54 between 1990 and 2000.

Table 2-5. Alfred Population Breakdown by Age, 1980 – 2000

Ages	1980	1990	2000	1980-90 Change		1990-00 Change	
				Numerical	Percent	Numerical	Percent
<5	137	138	105	1	0.73%	-33	-23.91%
5-9	114	167	139	53	46.49%	-28	-16.77%
10-14	212	159	182	-53	-25.00%	23	14.47%
15-19	167	122	168	-45	-26.95%	46	37.70%
20-24	138	111	106	-27	-19.57%	-5	-4.50%
25-34	324	362	246	38	11.73%	-116	-32.04%
35-44	202	376	423	174	86.14%	47	12.50%
45-54	203	1226	394	1023	503.94%	-832	-67.86%
55-59	106	119	139	13	12.26%	20	16.81%
60-64	94	123	119	29	30.85%	-4	-3.25%
65-74	123	210	294	87	70.73%	84	40.00%
>75	70	125	182	55	78.57%	57	45.60%
Total	1,890	2,238	2,497	348	18.41%	259	11.57%

Source: U.S. Census

Alfred experiences an 18% seasonal population increase in the summer. In 1994, Southern Maine Regional Planning Commission (SMRPC) estimated that Alfred grew from 2,290 to 2,700 in the summer, due to occupation of summer camps, bed and breakfast, and lakeside dwellings.

### ***Non-Household Population***

There are two group residences whose occupants are included in the U.S. Census figures for Alfred: the County Jail and York County Shelter, Inc. The 1990 Census reported 112 individuals in group quarters, 75 of which were at the jail.

In 1990 the average daily inmate population at the County Jail was 125. The trend is toward an increase in the numbers housed at the jail and in the boarders. In 1997, the average population was 106, but an increasing number of inmates have been boarded elsewhere.

When the 1992 Comprehensive Plan was written, the York County Shelter, Inc. occupied the old county jail and two buildings at the Brothers of Christian Instruction. An average of 31 persons per day were housed there. During the early 90's, the old county jail was closed and the residents were moved to the Brother's location. Unfortunately, population at the shelter continues to grow. There is no easy answer to this social problem.

The size of these populations inflates the overall population of Alfred.

### ***Household Size***

The average number of persons per household in Alfred declined 10% between 1970 and 1980: from 3.18 to 2.86. During the same period, York County's average household size decreased by 9%. In 1990, the average household size in Alfred had declined another 9% to 2.61. The York County average household size was 2.63 persons. In the year 2000, the average household size has decreased to 2.26 persons. This amounted to a 10-year decline of 13%.

Between 1970 and 1990 the percentage of one and two person households increased from 45% of all households to 58%. During this time the percentage of households with more than 4 people decreased from 21% to 10%.

### ***Current Population***

Using the U.S. Census, the population growth in Alfred is summarized on Table 2-6. The greatest *rate of change* and *numerical increase* both occurred between 1970 and 1980. Growth slowed during the 1980s and even more during the 1990s.

Table 2-6. Numerical and Percent Increase for Alfred, 1970 – 2000

	Population	Numerical	Percent
Year	Count	Increase	Increase
1970	1,211		
1980	1,890	679	56.1%
1990	2,238	348	18.4%
2000	2,497	259	11.6%
30 Year Change:		1,286	106 %

Source: US Census

### ***Population Projections***

*Population projections*, illustrated in Table 2-7 and Table 2-8, have assumed a continuation of trends, which occurred between the firm figures of the 1990 U.S. Census and the 1998 estimate by the Southern Maine Regional Planning Commission.

These *projections* are based upon *estimates*: that, between 1990 and 1998, Alfred grew by 1930 people, and that the town's population in 1998 is approximately 2,370. Using these assumptions as a starting point, projected population increases have been made to the year 2015. Three different projection methods have been used:

*Numerical Projection*: assumes arithmetic growth at a fixed annual number, 16. (the low-range projection)

*Percent Projection*: applies the average annual growth rate of 0.7% to the 1998 estimate, 2,370. (The mid-range projection)

*Rate Projection*: assumes a continuing growth rate, of 0.7% each year. (The high range projection)

Due to Alfred's relatively small population and growth rate, there is relatively little difference between the three projection methodologies. If the projections were carried out further into the future, the rate projection method would indicate a significantly larger population than either of the other two.

Table 2-7. Population Projections, 1990-2015

Type of Projection	2000	2005	2010	2015
Numerical Projections	2,497	2,577	2,657	2,737
Percent Projections	2,497	2,584	2,671	2,759
Rate Projections	2,497	2,586	2,677	2,772

Source: SMRPC

Alfred Comprehensive Plan, Volume 2: Data Inventory

Table 2-8 projects aging trends for the next 10 years. The under-5-age-group is projected to gradually decline as a percentage of the town's population. The proportion of residents in the 45-64 year old group (the "baby boom generation") will increase significantly.

Table 2-8. Age Breakdowns Estimate and Projections, 1990, 2000, and 2010

Age	1990 Percent		2000 Percent		2010 Percent	
<5	138	6%	105	4%	100	4%
5-19	448	20%	489	20%	340	13%
20-44	849	38%	775	31%	770	30%
45-64	468	21%	652	26%	900	35%
65+	335	15%	476	19%	460	18%
Total	2238	100%	2497	100%	2570	100%

Source: SMRPC

## Summary

1. Alfred's population has doubled in the last three decades. From 1970 to 2000, the town's population grew more than it had in the century prior to 1970.
2. The greatest numerical and greatest rate of growth occurred between 1970 and 1980.
3. In the 1990s, growth is due to *net in-migration*; as there have been more deaths than births resulting in a *natural decrease*.
4. During the 1980's, Alfred grew at the same rate, as did York County as a whole. Except for Sanford, Alfred's growth rate was lower than all of its immediate neighbors.
5. From 1970 to 2000, census figures indicate an increase in the median age for Alfred residents. In 1990, people over 65 represented 15% of the population, up from 10% in 1980. Projections through 2010 indicate an increase in the median age. The proportion of people in the workforce will increase by the year 2000 and after that the percentage of seniors will increase.
6. Seasonal population fluctuation, due to summer residents, is less than that of surrounding towns.
7. Using projections based on the SMRPC 1998 Population Estimate and growth trends of the 1990s, Alfred's population is projected to increase 9% by 2005 and 13% by 2015, substantially slower growth than projected by the 1992 Comprehensive Plan.
8. The data in this population chapter rely on the latest numbers available, the 2000 U.S. Census. Estimates and projections are based on historical trends of the U.S. Census figures up to the year 2000.

## CHAPTER 3: LOCAL ECONOMY

### *History*

From 1764 until after the Civil War, Alfred's economy was almost entirely resource-based. Lumber and farming were the primary economic activities. Retail and service businesses developed after 1806 when professionals settled in the new Shiretown of York County. As county seat, Alfred provided continuing government employment in the York County Court House, the York County Sheriff's Department, and in the County Jail.

The economy reached its lowest ebb in 1867, when population declined. Farming, lumbering, and retail business dwindled. In 1867, the only remaining store burned down. Over the next 140 years the lumber industry declined, and today there are no sawmills, although commercial use of forest resources continues. Today there are 4,748 acres of woodland in the state Tree Growth Tax Law Program, which defines such use as commercial.

Commercial agriculture also declined. There are no dairy operations, however, 150 acres support commercial animal husbandry with beef, lamb, and wool as the principal products. Apples and apple products are grown commercially on over 100 acres. Commercial vegetable and other fruit products are raised on a minimal number of acres of land.

After World War II, Alfred's economy became less local. More residents worked outside of the community.

In the early 90's, Alfred, the surrounding region and New England as a whole, were at the tail end of a long period of economic prosperity. To a certain extent the economic growth during the 1980s was unprecedented throughout the entire Northeast. However, the beginning of the 1990s saw those good times come to an end. The decade began with an economic downturn, which resulted in an increase in unemployment, a drop in construction activity and a slowdown in retail sales. By 1993, the economy began an upswing and the nation has enjoyed the longest peacetime economic expansion of the twentieth century.

### *Labor Force Estimates*

The civilian labor force is made up of those individuals who are employed or are looking for work. According to data published by the Maine Department of Labor, the number of Alfred residents in the workforce increased by 8% between 1992 and 2000, about twice the rate of population growth. Both the number of unemployed individuals and the unemployment rate in Alfred has dropped significantly during this time.

Table 3-1. Annual Average Civilian Labor Force Estimates for Alfred, 1992-2000

	1992	1994	1996	1997	2000
Labor Force	1,180	1,089	1,184	1,178	1,208
Employed	1,058	981	1,106	1,101	1,161

Alfred Comprehensive Plan, Volume 2: Data Inventory



Unemployed	122	108	78	77	47
Unemployment Rate	10.3%	9.9%	6.6%	6.5%	3.9%

Source: Maine Department of Labor      Source:

Maine Department of Labor

In the region, Alfred has had a slightly higher unemployment rate than the surrounding towns. Table 3-2 shows that the regional unemployment rate has dropped during the past eight years.

Table 3-2. Regional Unemployment Trends, 1992-2000

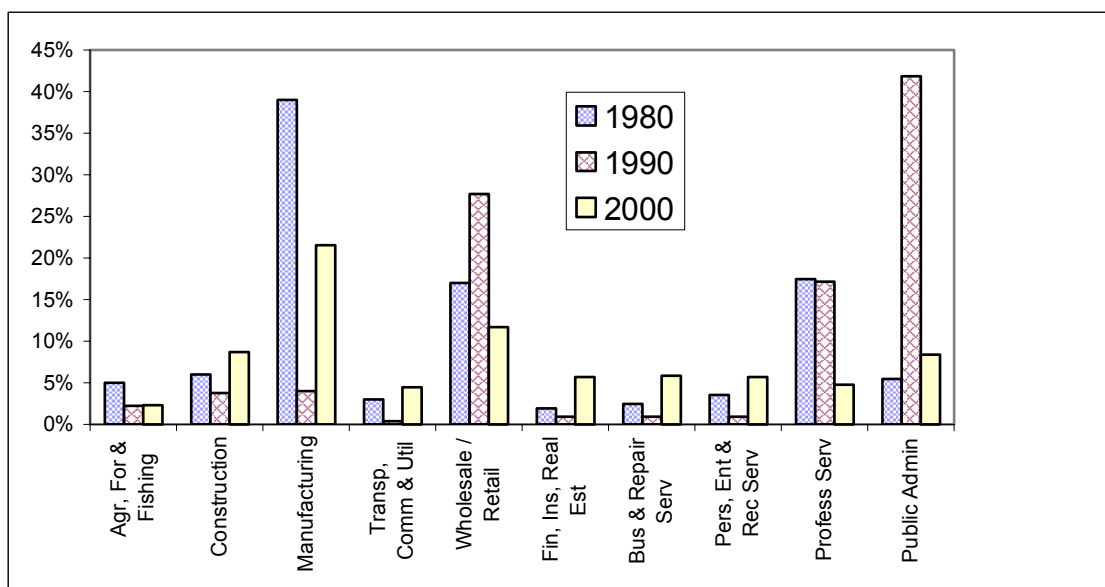
	1992		1994		1996		1997		2000	
	rate	rank	rate	rank	rate	rank	rate	rank	rate	rank
Alfred	10.3%	6	9.9%	6	6.6%	5	6.5%	6	3.9%	3
Kennebunk	6.3%	3	5.3%	3	3.2%	3	3.5%	2	2.4%	1
Lyman	2.3%	1	2.4%	1	1.1%	1	2.7%	1	2.6%	2
Sanford	7.7%	5	8.8%	5	6.8%	6	6.1%	5	7.3%	6
Shapleigh	4.9%	2	5.1%	2	3.7%	2	4.1%	3	5.6%	5
Waterboro	7.4%	4	7.2%	4	4.7%	4	5.4%	4	5.1%	4
York County	6.5%		6.1%		3.8%		3.8%		3.6%	

Source: Maine Department of Labor

### ***Employment by Industry***

The decennial censuses report the industry of employment of Alfred residents. Figure 3-1 shows the employment by industry for the years 1980 through 2000. The industries in which more Alfred residents were employed in 1980 were manufacturing, professional services, and retail trade. Reflecting regional and national economic shifts, the number of Alfred residents employed in manufacturing has steadily declined for the last 30 years. During the 1980s, construction and professional services saw large increases. Professional services continued to increase during the 1990s, but construction employment declined during this decade.

Figure 3-1. Employment by Industry, 1980 to 2000



Source: U.S. Census

Alfred is part of the Sanford Labor Market Area (LMA). A labor market area is an area, which is defined on the basis of the decennial census' data regarding commuting patterns. It is the area in which one could easily change residence and still maintain a given job. The Sanford Labor Market area is made up of nine municipalities in western and central York County surrounding the Sanford employment center. Close to 60% of Alfred workers reported working in the Sanford LMA. The data in Figure 3-1 report the industry of employment of Alfred residents. Data for employment by industry and by location of employment are not easily available at the municipal level. However, they are regularly published for labor market areas. Whereas the Sanford LMA is the location of the jobs of close to two thirds of Alfred's residents, the changes in the employment mix in the area is of importance to Alfred. Table 3-3 shows changes in wage and salary employment in the Sanford Labor Market Area between 1993 and 2000. Data earlier than 1993 cannot be used for comparison because the LMA boundaries were changed in that year.

Table 3-3. Wage and Salary Employment by Industry, Sanford Labor Market Area, 1993-2000

Industry	1993	1994	1995	1996	2000
Manufacturing	5,160	5,200	5,500	5,410	5,090
Construction	380	370	360	380	590
Transportation and Utilities	200	260	260	260	250
Wholesale	260	270	300	340	490
Retail	2,210	2,290	2,280	2,370	2,790
Finance, Insurance & Real Estate	260	290	250	270	330
Services	2,440	2,580	2,800	3,000	3,330
Government	1,930	1,860	1,890	1,960	2,230
Total	12,840	13,120	13,640	13,990	15,100

Source: Maine Department of Labor

### ***Employment by Occupation***

Data from the 1990 and 2000 US Census show that Alfred residents are employed in higher skilled positions such as managerial / professional occupations in line with residents of neighboring municipalities. Table 3-4 shows the employment by occupation for Alfred and the surrounding communities.

Table 3-4. Employment by Occupation, 1990 and 2000

<b>1990</b>	<b>Alfred</b>	<b>Kennebunk</b>		<b>Lyman</b>		<b>Sanford</b>		<b>Shapleigh</b>		<b>Waterboro</b>	
Mgmt., Prof. and Related	<b>254 25.4%</b>	1,536	39.0%	354	21.2%	1,721	18.4%	167	18.2%	487	22.0%
Technical, Sales, Admin. Support	<b>236 23.6%</b>	1,282	32.5%	434	26.0%	2,397	25.7%	218	23.8%	541	24.4%
Service	<b>90 9.0%</b>	332	8.4%	139	8.3%	1,303	14.0%	130	14.2%	339	15.3%
Farming, Forestry & Fishing	<b>28 2.8%</b>	62	1.6%	27	1.6%	91	1.0%	12	1.3%	19	0.9%
Precision Product, Craft, & Repair	<b>226 22.6%</b>	422	10.7%	298	17.8%	1,563	16.7%	180	19.6%	355	16.0%
Operators, Fabricators and Laborers	<b>167 16.7%</b>	308	7.8%	418	25.0%	2,265	24.3%	210	22.9%	476	21.5%
Total	1001	3942		1670		9340		917		2217	
<b>2000</b>	<b>Alfred</b>	<b>Kennebunk</b>		<b>Lyman</b>		<b>Sanford</b>		<b>Shapleigh</b>		<b>Waterboro</b>	
Mgmt., Prof. and Related	<b>295 25.3%</b>	2263	45.0%	538	25.9%	2077	21.5%	337	27.1%	754	25.3%
Service	<b>190 16.3%</b>	591	11.8%	354	17.1%	1704	17.7%	179	14.4%	370	12.4%
Sales Or Office	<b>286 24.5%</b>	1414	28.1%	454	21.9%	2359	24.4%	344	27.7%	760	25.5%
Farming, Fishing And Forestry	<b>6 0.5%</b>	27	0.5%	12	0.6%	8	0.1%	4	0.3%	20	0.7%
Constr., Extract. and Maintenance	<b>145 12.4%</b>	356	7.1%	322	15.5%	1004	10.4%	171	13.7%	377	12.6%
Production, Trans, & Mat Moving	<b>244 20.9%</b>	378	7.5%	395	19.0%	2499	25.9%	209	16.8%	704	23.6%
Total	1166	5029		2075		9651		1244		2985	

Source: U.S. Census

Alfred Comprehensive Plan, Volume 2: Data Inventory

## ***Location of Employment***

As is the case with most small towns like Alfred, the majority of the labor force commutes to jobs outside of town. The 1990 Census reported that only 23% of workers residing in Alfred were employed in Alfred. Residents work in communities as far reaching as Massachusetts and northern Maine. The majority of people who don't work in town, however, work in Sanford, Portland, Biddeford/Saco and the seacoast area. As would be expected, Sanford was the most popular place of employment in 1990, with 28% of Alfred workers commuting to that neighboring town. However, the importance of Sanford as a source of jobs for Alfred residents has decreased. In 1980, almost half of the Alfred residents reported working in Sanford. Table 3-5 shows a comparison of the location of employment between the 1980 through 2000 Censuses. The number of Alfred residents working within town more than doubled during the decade. However, the percentage of workers working outside of York County increased. Though it represents a small absolute number of workers, Strafford County, New Hampshire saw the largest percentage increase in commuters from Alfred.

Table 3-5. Place of Employment, Alfred Residents, 1980 and 1990 (Year 2000 not yet available)

	1980	1990	Change	2000
Alfred	117	244	109%	
Berwick	0	7	100%	
Biddeford	56	67	20%	
Kennebunk	21	57	171%	
Kennebunkport	0	13	100%	
Kittery	43	51	19%	
Limerick	0	7	100%	
Lyman	2	0	-100%	
Newfield	4	8	100%	
No. Berwick	16	37	131%	
Saco	28	31	11%	
Sanford	297	279	-6%	
Shapleigh	0	7	100%	
Waterboro	28	27	-4%	
Wells	0	6	100%	
Total York County	612	841	37%	
Cumberland Co.	45	63	40%	
Elsewhere Maine	10	6	-40%	
Rockingham	26	6	-77%	
Strafford	10	32	220%	
Employed Elsewhere Out Of State				
New Hampshire	4	7	75%	
Massachusetts	0	4	100%	
Other	0	30	100%	
Outside Of York County	95	148	56%	
Total Workers	717	989	38%	

Source: U.S. Census

Although it would appear from the above paragraph that Alfred residents are now working further from home, the travel time to work data from the censuses indicates otherwise. Table 3-6 shows that the percentage of workers traveling less than ten minutes to work increased from 11.7% in 1980 to 20.4% in 1990 and fell to 18.7% in 2000. The percentage traveling more than 45 minutes decreased from 18.1% to 10% then increased to 12.9% in 2000.

Table 3-6. Travel Time to Work - 1980, 2000

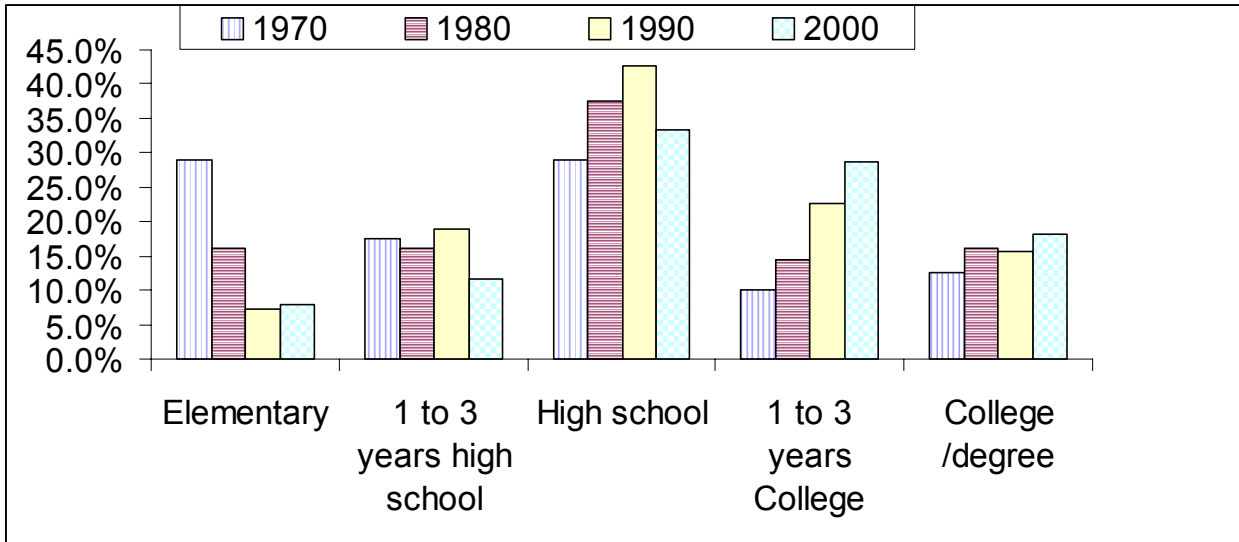
Travel Time	Residents			Percent		
	1980	1990	2000	1980	1990	2000
Less than 5 minutes	32	94	48	4.4%	9.9%	4.3%
5 to 9 minutes	53	100	162	7.3%	10.5%	14.4%
10 to 14 minutes	154	196	136	21.3%	20.5%	12.1%
15 to 19 minutes	132	126	134	18.3%	13.2%	11.9%
20 to 29 minutes	124	147	258	17.2%	15.4%	23.0%
30 to 44 minutes	97	196	240	13.4%	20.5%	21.4%
45 or more minutes	131	95	145	18.1%	10.0%	12.9%

Source: U.S. Census

### ***Educational Attainment***

Education is one of the most important factors in the ability of Alfred's population to be competitive for skilled employment opportunities. The educational levels achieved by residents' age 25 and older are shown in the Figure 3-2. The trend shows that more residents have reached higher educational levels. Whereas in 1970 nearly half the adults in Alfred had not graduated from high school, by 1990 nearly half had continued past high school and either attended some college or achieved a college degree. There is concern about the drop in high school graduates in the year 2000; however, it is worthy to note the increase in college attendance.

Figure 3-2. Educational Attainment, 1970 - 2000



Source: U.S. Census

## Income

Income can be measured a variety of different ways. The most recent data is from the 2000 Census. Per capita income represents the average personal income per person. It may be the best measure of the income of an area as it shows the amount of money each household has in relationship to the number of people in the household. The per capita income for Alfred residents increased from \$5,715 in 1979 to \$12,677 in 1989 and to \$19,337 in 2000. Table 3-7 presents a number of different indicators of income from the 1990 and 2000 Census for Alfred and the surrounding municipalities. The difference in how Alfred ranks among these towns in each different indicator reveals some aspect about the income distribution or household characteristics of the community. For instance, Alfred's median household income and per capita income are in the mid-range of the towns. In addition, the percentage of households with an income below \$10,000 in 2000 was also in the lower range. This can most likely be explained by a low average household size that allows a household with a relatively low income to have a more moderate per capita income and live above the poverty level.

Table 3-7. Indicators of Income

**1989**

	Median Household Income	Per Capita Income	% Households under \$10,000	% Households over \$150,000	% Below Poverty Level	% Elderly Below Poverty Level	% Children Below Poverty
Alfred	\$31,576	\$12,677	8.1%	0.0%	3.3%	8.8%	1.5%
Kennebunk	\$38,227	\$18,665	7.9%	2.7%	5.3%	9.9%	5.5%
Lyman	\$36,874	\$12,940	6.3%	0.5%	5.7%	4.5%	8.0%
Sanford	\$27,824	\$12,053	15.2%	0.3%	10.4%	12.8%	13.2%
Shapleigh	\$30,725	\$11,575	10.1%	0.0%	8.6%	16.0%	9.8%
Waterboro	\$31,260	\$13,260	6.9%	0.4%	3.7%	9.3%	3.0%
York Co.	\$32,432	\$14,131	7.3%	0.9%	6.8%	10.6%	7.8%

**1999**

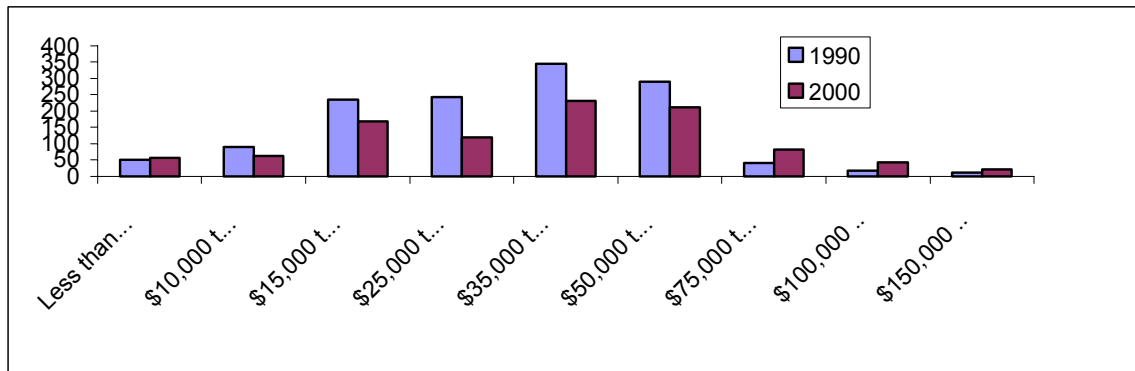
Alfred	\$40,583	\$19,337	5.6%	2.1%	4.2%	9.0%	5.8%
Kennebunk	\$50,914	\$26,181	4.2%	6.2%	2.9%	3.5%	3.3%
Lyman	\$47,860	\$20,203	7.5%	2.1%	4.8%	5.7%	2.4%
Sanford	\$34,668	\$16,951	11.6%	1.3%	11.1%	11.2%	17.0%
Shapleigh	\$42,026	\$19,331	5.4%	0.8%	2.9%	7.3%	4.3%
Waterboro	\$43,234	\$17,813	4.4%	1.9%	3.4%	7.8%	7.4%
York Co.	\$43,630	\$21,225	7.8%	2.8%	5.9%	8.5%	9.9%

Source: U.S. Census

Figure 3-3 shows the change in the distribution of income of Alfred households for 2000. In 1980 the distribution curve had a single peak in the middle-income level. Unfortunately, we cannot make a direct comparison with the statistics of 1990 because of a change in the numerical categories. However, there were similar indicators in the \$15,000 - \$25,000 sector and again in the \$35,000 to \$75,000 sectors.



Figure 3-3. Distribution of Household Income 1990 and 2000



Source: U.S. Census

### ***Business Activity in Alfred***

Alfred's local economy is fairly diverse. The major employer in the community is York County. As the county seat, Alfred is the home of the county courthouse, and jail. As such, the activities at the county facilities not only provide employment opportunities for Alfred residents but also bring visitors, which support local businesses into the town. There is a cross section of other employment types in Alfred ranging from retail trade to manufacturing and construction.

A 1990 survey of the businesses in town indicated that the local economy is primarily made up of small firms. This information was updated in 1998. The planning committee was able to identify 90 businesses in town. There was a wide diversity of types of industry, mostly retail and service oriented. A sampling of business includes: several car dealers, a ballet school, restaurants, cabinet shop, construction, and antique shops. The largest employers are the York County Court House, Jail, and Shelter. Table 3-8 lists categories of business and the number of businesses in each category.

Table 3-8. Alfred Businesses, 1980-2002

Category	Number in 1980	Number in 1990	Number in 2002
Restaurants	2	2	1
Furniture Stores	1	2	1
Bed & Breakfast	0	4	1
Auto Sales, Salvage	5	8	8
Service Stations	4	4	2
Auto Repairs	2	4	5
Antique Shops	3	5	1
Construction Companies	3	6	12
Day Care	2	5	6
Craft Shops	2	4	4
Paving & Concrete Tanks	2	2	3
Misc. Small Businesses	15	30	46

Source: Town Records

Table 3-9 presents, in thousands of dollars, taxable consumer retail sales for Alfred from 1990 to 2002. Even without adjustment for inflation, taxable retail sales declined 9% between 1990 and 1997. Accounting for inflation during that eight-year period, sales declined by 26%! However, after 1997, this trend reversed, and sales rose steadily until 2002. By 2002, sales had increased 50% percent since 1990.

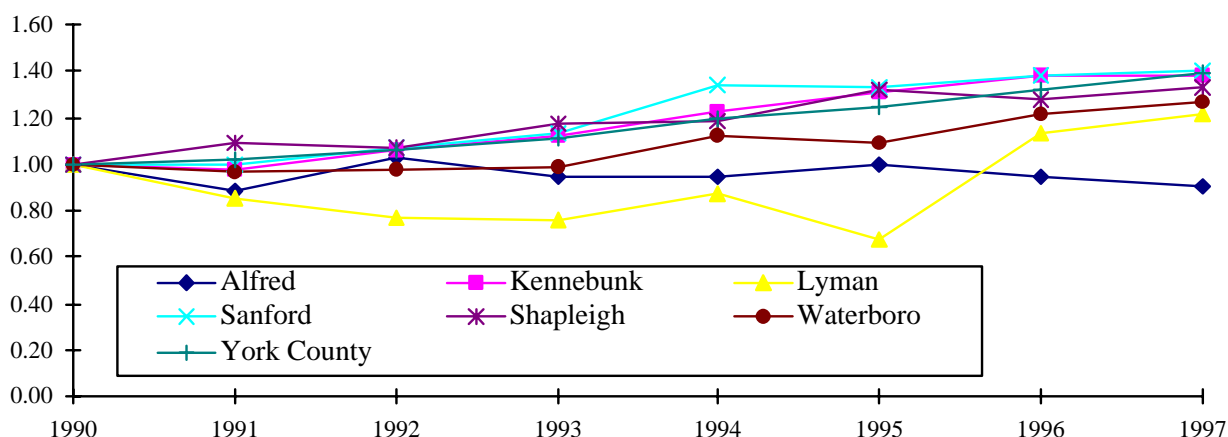
Figure 3-4 shows retail sales in Alfred and surrounding communities indexed to 1990 dollars. Because of the large difference in the absolute volume of sales between Sanford and the other communities, this graph is the best way to show the changes over time. During the early 1990's retail growth was significantly "flatter" than the surrounding towns.

Table 3-9. Consumer Retail Sales in Alfred, 1990-2001 (1,000 dollars)

Year	Sales	Year	Sales	Year	Sales
1990	\$7,080	1994	\$6,730	1998	\$7,792
1991	\$6,260	1995	\$7,090	1999	\$8,548
1992	\$7,290	1996	\$6,663	2000	\$9,891
1993	\$6,700	1997	\$6,429	2001	\$10,280
				2002	\$10,652

Source: Maine State Planning Office

Figure 3-4. Index of Retail Sales, Alfred and Surrounding Communities, 1990-1997



Source: Maine State Planning Office

## SUMMARY

1. Alfred's unemployment rate has been decreasing since 1992, while the size of the labor force has been increasing. However Alfred's unemployment rate remains among the highest in the subregion.
  2. Alfred currently has a diverse economy that is primarily retail, government and services oriented.
- Alfred Comprehensive Plan, Volume 2: Data Inventory

3. More Alfred residents worked in Alfred in 1990 than in 1980. However 77% of Alfred workers left the town in 1990 for their employment.
4. Approximately one third of Alfred workers were employed in manufacturing in 1990. Another quarter of the workers were employed in service industries, with a high concentration in health and professional services. Services, public administration and construction were the industries that saw the largest gains in employment during the 1980s.
5. The level of educational attainment of Alfred's citizens continues to improve. In 1990, nearly half of Alfred residents age 25 and older had attended some college or received a degree.
6. Alfred ranked fourth in the subregion in per capita income in 1990. Its per capita income was less than the county's, however, perhaps reflecting an older population and smaller household sizes. Alfred's poverty rate was the lowest in the subregion.
7. The number of business located in Alfred appears to continue to grow. The committee counted 90 businesses in town, compared to 76 in 1990.
8. Taxable consumer sales decreased from 1990 to 1997, and then increased until 2002. By 2002, sales had increased 50% percent since 1990.

## CHAPTER 4: HOUSING

### *The Past*

Alfred has a Historic District located in the center of Alfred Village. It is located southwest to northeast on Route 202 and Route 4 (Oak Street) and along Kennebunk Road and Saco Road. These three streets embrace the village green. Buildings within the Historic District are in good or excellent condition and most represent 18th and 19th century construction. During the 19th century, before the advent of the automobile, lawyers found it expedient to reside near the courthouse. Their affluence, and the pride which they had in their homes greatly influenced the character of the village. Appended to this chapter is a list of the 48 buildings and sites that contribute to the character of the historic district.

### *The Present*

The population analysis portrays that the past three decades have been a period of significant growth in town. This growth is also supported in the housing analysis. Between 1980 and 1990, 157 new housing units were built in Alfred. This reflected a 17 % growth rate, or 1.7 % average annual growth rate. Of the new homes in that decade, 72 were single-family units, 20 were multiple family units, and 65 were mobile homes. In the period between 1990 and 1999, 192 building permits for new dwelling units were issued. This represents an annual growth rate of 2%. There has been a shift in the makeup of new housing units to more single family and mobile homes and fewer multi-family units. There have been very few multi-family units constructed in Alfred in the past eight years. The expansion of the Keywood Manor Mobile Home Park has increased the percentage of new units as manufactured housing. Table 4-1 presents the information on housing growth since 1980.

Table 4-1. Growth in Housing Units 1980 – 1999

	1980	1989	% Change 1980-89	1999	% Change 1990-99	% of Units 1980	% of Units 1989	% of Units 1999
Single Family	542	614	13%	790	29%	69%	67%	71%
Multi-Family	69	89	29%	19	-79%	9%	10%	2%
Mobile Homes	171	213	25%	299	40%	22%	23%	27%
Total	782	916	17%	1,108	16%	100%	100%	100%

Source: U.S. Census and Town Records

Table 4-2 shows many facts about the housing stock in Alfred, and the surrounding communities. These data are based on the 2000 Census. Alfred's housing stock is comprised of only 7% seasonal units. This is a lower proportion than any other town in the subregion except for Sanford. The percentage of seasonal units in Alfred declined from 12% in 1980. Alfred rates lowest in its number of rental units, however with only 16% of its occupied housing stock being occupied by renters,

Alfred Comprehensive Plan, Volume 2: Data Inventory

less than in Lyman, Shapleigh and Waterboro. The percentage of rental units in Alfred increased from 11% in 1980.

Table 4-2. Housing Counts in Alfred and Subregion, 2000

	Total	Year Round		Seasonal	Occupied	Owner		Renter
Town	Units	Units	%	Units	Units	Occupied	%	Occupied
<b>Alfred</b>	<b>1,103</b>	<b>996</b>	<b>90.3%</b>	<b>75</b>	<b>996</b>	<b>823</b>	<b>82.6%</b>	<b>173</b>
Kennebunk	4,985	4,229	84.8%	623	4,229	3,362	79.5%	867
Lyman	1,749	1,366	78.1%	336	1,366	1,241	90.8%	125
Sanford	8,807	8,270	93.9%	231	8,270	5,253	63.5%	3,017
Shapleigh	1,813	912	50.3%	850	912	810	88.8%	102
Waterboro	2,828	2,211	78.2%	538	2,211	1,912	86.5%	299
York County	94,234	74,563	79.1%	16,597	74,563	54,157	72.6%	20,406

Source: U.S. Census

Very few new residences were built in town in the early 1990s. The peak was reached in 2001 with 46 permits, the highest since 1998 in which 45 building permits were issued. The first part of the current decade saw between 7 and 14 units per year. The latter part of the 1990's saw the number increase to an average of 35. The construction of additional phases of Keyword Manor mobile home park, starting in 1995, resulted in an increase in the number of total units authorized as well as a shift to more mobile homes in the latter part of the decade.

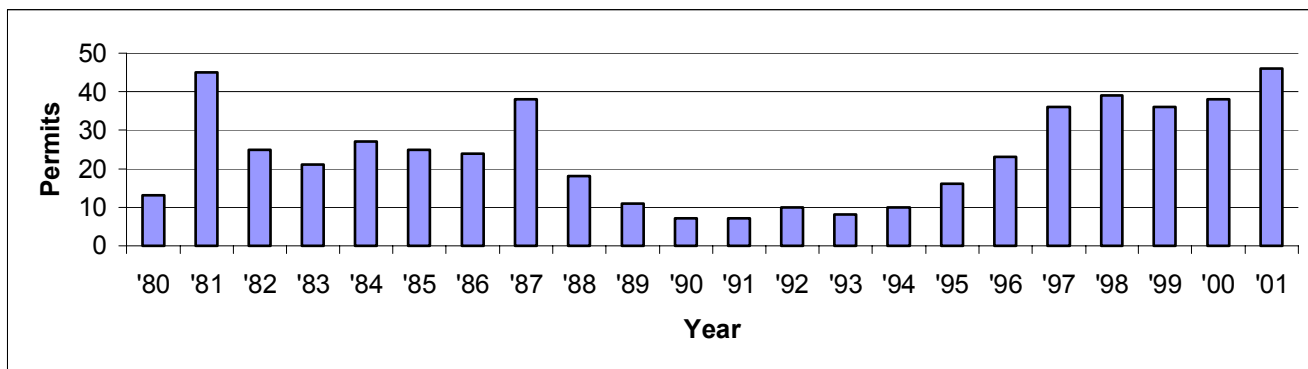
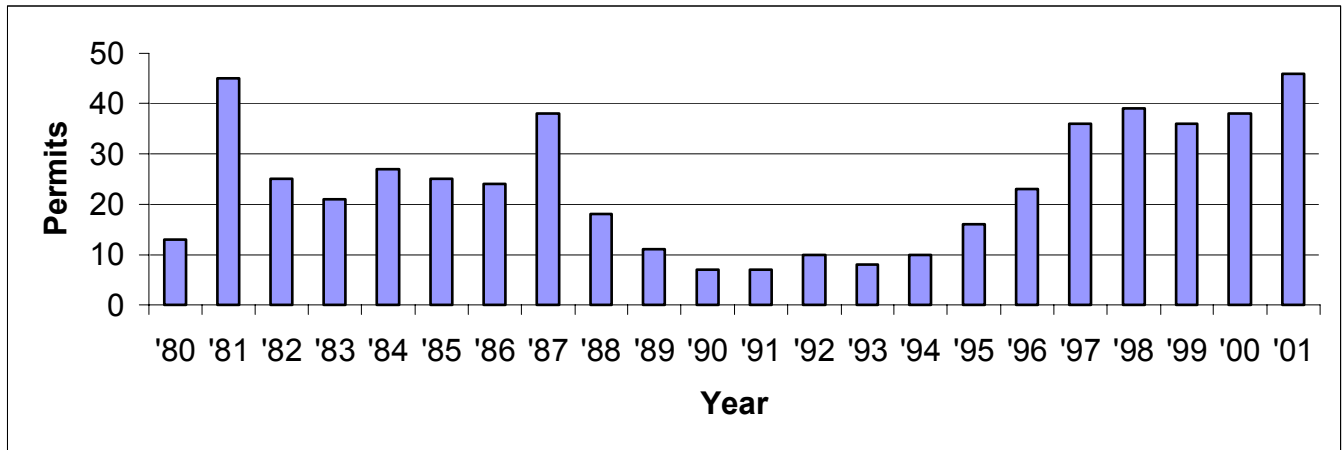


Figure 4-1. Approved Residential Building Permits, 1980-2001

Figure 4-2. Residential Building Permits, 1980-2001



Source: Town Reports

From 1980-1988, there were 17 new subdivisions of land approved in town. These subdivisions amounted to over 440 acres of land. Between 1990 and 1999, the planning board approved only 10 subdivisions accounting for 123 lots on 141.5 acres of land. Of these 123 lots, 58 were located in the Keywood Manor mobile home park expansion. All other subdivisions were minor subdivisions made up of 4 lots or less. 200 living units were permitted, of which 115 were built outside of subdivisions.

In a field survey done in 1990, it indicated that less than 1% of the housing in town was considered substandard. Substandard homes are those having major structural deficiencies (requiring repairs beyond normal maintenance such as new roofing, chimney, or siding). All other units were in good condition, or needing only minor repairs. Every effort should be made to assure that this residential property remains at high quality and that new development meets high, but flexible, construction standards.

Table 4-4. Alfred Subdivision Approvals, 1990-1999

	Year	Total	Number	Average
Subdivision	Approved	Acreage	of Lots	Lot Size
Nutter	1990	24.0	5	4.8
Dumas	1991	10.0	3	3.3
Keywood Manor III	1993	18.0	58	0.31
Palminteri	1995	10.0	4	2.5
R. Pepin and Sons	1995	13.0	4	3.25
Meadow Overlook	1997	18.0	3	6.0
Charles Basset	1998	6.0	3	2.0
Kane	1998	10.0	4	2.5
Desrochers Multi-family	1998	9.0	3	3.0
Keywood Manor IV	1999	23.5	38	0.62

Source: Town records

## ***Housing Conditions***

Data from the 2000 Census indicates that the condition of housing in Alfred is generally very good. There were only three units counted without complete plumbing. There were no units lacking telephone service or a complete kitchen.

## ***Household Characteristics***

The average number of people per household decreased from 2.86 in 1980 to 2.26 in 2000. This change reflects a 13% decrease in household size.

The smaller household size in town can be attributed to many factors, including: smaller families and unmarried couples living together without children, single households, and an increase in independent older citizens who are living on their own rather than with families or in nursing homes. One important impact of the declining household size is that it now takes more housing units to house the same number of people. Another important factor is the aging populations need for accessible and affordable housing.

## ***Housing Affordability***

Alfred has two federally subsidized housing complexes, Woodsedge Apartments (15 units) and Hazel Dell Apartments (24 units). Both of these are elderly units.

Housing affordability is a problem throughout York County. This is not just an issue of low income; it affects the middle-income residents as well. It is also an issue for residents of Alfred who grew up in town, and who cannot afford to live here as adults due to the cost of land and housing.

The State's growth management legislation states that each municipality should strive to have at least 10% of its housing stock be comprised of affordable housing. This term "affordable housing" is referred to by the growth management legislation as: "...decent, safe, and sanitary dwellings, apartments or other living accommodations for low and moderate-income households as defined by rule by the Department of Economic and Community Development in consultation with the Maine State Housing Authority. Affordable housing includes, but is not limited to, government assisted housing, housing for low-income and moderate-income families, manufactured housing, multi-family housing and group and foster care facilities."

The 1991 Comprehensive Plan documented rapidly increasing housing costs in the subregion, but concluded that just fewer than 60% of the new housing at that time would be considered affordable. During the early 1990s, housing prices declined as the national recession took its toll on the local economy. In the past few years, as the economy has improved, housing prices have again started to climb.

The local area for which recent income estimates are available is the non-metropolitan portion of York County. This excludes the four municipalities in the Portland metropolitan area and the five in the Portsmouth metropolitan area. The federal Department of Housing and Urban Development published a 1998 median household income of \$42,200. This represents an increase of nearly 30% from the income figure used in the previous comprehensive plan. Since the time of the previous plan, mortgage rates have fallen from 11% to a current average of about 7%. Increased income and lower interest rates result in a higher price that qualifies as “affordable.”

Assuming a 10% down payment, an 8.00% mortgage over 30 years, a property tax rate of \$17 per \$1,000 valuation, homeowners insurance premium of \$480 annually, and monthly utility costs of \$85, a family with an income of 80% of the median income could afford a home costing approximately \$75,000. With the same mortgage terms and tax rate, but slightly higher insurance and utility costs, a family with an income of 150% of the median income can afford a \$175,000 home.

The Comprehensive Plan Committee compiled data house sales from 1998 Real Estate Transfer Tax forms. In the eight months of data examined, there were 16 sales of single-family homes. The median sales price of homes during that time was \$98,500. The mean sales price was a bit higher, \$104,000. Of the 16 homes sold during this time period, all of them were sold at a price affordable to families at 150% of the median income. A family at 80% of the median income could have afforded 4 of the 16 homes, or 25%.

These sales figures do not reflect the large number of new manufactured housing units that have been constructed in the Keywood Manor mobile home park in the past five years. Though price data is publicly not available for these units, it is generally assumed that these units are “affordable.”

In August 2002, the Southern Maine Regional Planning Commission conducted an affordable housing survey for York County, and the results are displayed in the Table below. The results show that the availability of affordable homes in Alfred (as defined by statutes) has gone down in recent years. At the time of the survey, no units were listed on-line that met the affordability criteria.



**Table 4-5. SMRPC Survey of Affordable Housing in Alfred, August 2002**

FY2002 Median Family Income for Non-MSA part of York County (HUD Est.)	\$47,100
2000 Census Median Family Income for Town	\$47,625
Max Loan Amt. at 80% of County or MSA Median Family Income, at 7.25% 30-yr. fixed rate - Standard from Maine Affordable Housing Definition Rule, 07-105 Chapter 100.	\$85,931
Max Loan Amt. at Town Median Family Income, at 7.25% 30-yr. fixed rate	\$126,021
Affordable House Price at 80% of County or MSA Median Family Income, with 10% down payment - Standard from Maine Affordable Housing Definition Rule, 07-105 Chapter 100.	<u>\$95,479</u>
Affordable House Price at Town Median Family Income, with 10% down payment	\$140,024
Number of 3 BR Single Family Units Offered for Sale at "Realtor.com," asking at or below Affordable Price (80% of County or MSA Median Family Income - Standard from Maine Affordable Housing Definition Rule, 07-105 Chapter 100.)	0
Number of 3 BR Single Family Units Offered for Sale at "Realtor.com," asking at or below Affordable Price for families at Town Median Family Income)	0

Table 4.6. Calculation of Demand for New Units in Alfred Induced by Decline in Average Household Size, 1990-2000

	1900	2000
Median Household Size	2.61	2.26
Population	2,238	2,497
Housing Units	916	1,103
Change in Population, 1990-2000:	259	
Number of New Units Demanded w/HH size of year:	99	114
<b>New Units From Decline in HH Size:</b>	<b>15</b>	

### ***Summary***

1. The fastest growing land use in town is the single-family residential unit. Mobile homes are also growing at a rapid pace. They represent 26 % of all new housing in the 1990-2002 period.

Alfred Comprehensive Plan, Volume 2: Data Inventory

2. Alfred has the smallest number of housing units of its subregion; it also has the smallest number of seasonal units.
3. The decline in household size creates an additional demand on the number of housing units needed in the Town of Alfred. Additional 114 homes would have been needed between 1990 and 2000 to accommodate the same number of residents.
4. The supply of affordable housing has been acceptable until recent years. If current real estate “boom” conditions persist, the issue will have to be dealt with, to help ensure the affordability of homes in the future.

## **CHAPTER 5: TRANSPORTATION**

### ***Introduction***

This chapter inventories the town's transportation system, which consists primarily of roads and bridges. The transportation network and the accessibility it provides are important determinants of Alfred's future developmental pattern.

### ***Inventory Overview***

There is no public transit facility. The last railroad passenger service ended in 1949. The abandoned rail bed, now largely privately owned, runs parallel to Route 202 from Sanford, turning northward in the village. Then it follows Route 202, toward Waterboro, running along the east shore of Shaker Pond. Alfred does not have a taxi service. The York County Community Action Program provides on-call transit services out of Sanford. This service is not widely known.

The town does not have a network of sidewalks or pedestrian ways. There are short sidewalks in front of the courthouse and in the center village at the corner of Kennebunk Road and Route 202. For bicyclists, paved shoulders along some roadways are available.

There are no public parking facilities except those serving a particular property, such as the courthouse, post office, county jail, town hall, school and the recreation field.

Charter air transportation is available locally at Sanford. Travel times to regional airports are as follows: Biddeford Airport, 15 minutes; Portland International Jetport, 40 minutes; Pease International Tradeport, approximately 45 minutes; Logan Airport in Boston, approximately 1 hour and 45 minutes; Manchester, New Hampshire approximately 1 hour and 30 minutes. Logan, Portland, Pease and Manchester provide scheduled passenger service on commercial airlines. Sanford and Biddeford provide only general aviation services.

For water transport, the International Ferry travels to the Canadian Maritime Provinces from Portland and Bar Harbor.

The most important part of Alfred's transportation system is its roadway network. Maintaining this network is the town's highest transportation priority. The following pages will outline the existing and projected condition and needs for this indispensable community asset.

## ***Road Classification***

This inventory uses two methods to classify roads. The first is the Federal Functional Classification, which is determined by using factors such as road size, traffic volume, and travel destination. The second classification is by Maintenance Responsibility. Entities typically responsible for maintenance include the state, town, private persons, or private organizations.

### ***Functional Classification***

**ARTERIALS:** Usually state highways, arterials comprise a system of connected highways throughout the state that serve through traffic.

**COLLECTOR ROADS:** Sometimes included in the system of state highways, collector roads serve as feeder routes connecting local service roads to arterials.

**LOCAL ROADS:** Local Roads serve local areas and residences and are owned and maintained by the town. Some local roads in Alfred with average daily traffic volumes greater than 200 vehicles per day or serving more than 25 residences are also considered collector roads.

**TABLE 5-1. Mileage by Functional Classification**

Type	Mileage
Arterials	9.03
Collectors	.28
Local Roads	
Functioning as Collectors	18.35
Local Roads	23.26
Other Roads (in national forest)	3.49
TOTAL	54.41

Source: 1991 Alfred Comprehensive Plan

### **Classification By Maintenance Responsibility**

Roads can also be classified by the entity responsible for their maintenance. Some of the roads in Alfred are state highways, where both summer maintenance (paving, drainage) and winter maintenance are the responsibility of the Maine Department of Transportation (MDOT). These are Routes 4, 111, and 202. Most other roads are town ways, and the Town of Alfred has the responsibility for maintenance. There are some dirt roads through the Massabesic Experimental Forest that are maintained by the federal government. There are roads in the town, primarily along Estes Lake, that are private roads, maintained by the property owners served by the roads. Finally, there are about two miles of road that have been abandoned and are not maintained by anyone. Table 5-2 and Figure 5-1 illustrate this information.

Alfred Comprehensive Plan, Volume 2: Data Inventory

**TABLE 5-2. Mileage by Maintenance Responsibility**

Type	Mileage
Federally Maintained	3.49
State Maintained	9.31
Town Maintained	41.60
Private Roads	5.65
Abandoned, Not Maintained	1.80
<b>TOTAL</b>	<b>61.85</b>

Source: 1991 Alfred Comprehensive Plan

## ***Bridges***

### **State-Maintained Bridges**

There are fourteen (14) publicly owned bridges in the town of Alfred. Of these, the Maine Department of Transportation (MDOT) maintains ten (10). MDOT inspects all Bridges and Minor Spans on public ways every two years in accordance with the Federal Highway Administration (FHWA) and MDOT's Bridge Management Coding Guides. The inspections result in a Federal Sufficiency Rating (FSR) for each bridge, which is calculated by analyzing the condition of each of the bridge's components, such as the deck, the substructure, the superstructure, etc. Table 5-3 describes the FSR scale.

**TABLE 5-3. Federal Sufficiency Ratings**

FSR Range	Condition Description	FSR Range	Condition Description
90-100	Excellent	40-49	Poor
80-89	Very Good	30-39	Serious
70-79	Good	20-29	Critical
60-69	Satisfactory	1-19	Imminent Failure
50-59	Fair	0	Failed

Source: MDOT Bridge Management Division

If the FSR on a state-owned bridge located on a state or state-aid highway is less than 50, the bridge may qualify for federal funding, depending upon the individual condition ratings of the bridge's various components. In Alfred, Nutter's bridge, which spans the Littlefield River on Back Road, may qualify for these federal funds. Otherwise, all state-owned bridges are in good to satisfactory condition. The bridges and their condition rating can be seen in Figure 5-1.

### **Town-Maintained Bridges**

Alfred and Sanford jointly maintain the Hay Brook Bridge on Stone Road, which was rated as being in poor condition. The three other bridges for which the town of Alfred has maintenance responsibility are: the Middle Branch River Bridge, Russell Mill Bridge, and Yeaton Bridge. The bridges and their condition rating can be seen in Figure 5-1.

### ***Heavy Haul Truck Network Bridges***

The Heavy Haul Truck Network for the State of Maine, prepared by Wilbur Smith Associates, identifies, based upon current use, a network of roadways that serve the movement of freight by truck. In Alfred, Routes 4, 111, and 202 were identified as part of this system. Also, each of the bridges along these highways become part of the network and may have preference in funding choices as a result of this designation.

Insert Figure 5-1 (11 X 17)

## ROAD CONDITION

### State-Maintained Roads

The Maine Department of Transportation (MDOT) surveyed Alfred's state-maintained roads in 1998. The MDOT Pavement Condition Rating (PCR) system uses a scale of 0 to 5. A PCR of 3.00 on this scale indicates there are visible defects and a comfortable ride at 45 miles per hour (mph). All of the roadways rated scored higher than 3.27. Table 5-4 presents the description of each highway segment rated, its length and its PCR. This information can also be seen in Figure 5-2.

**TABLE 5-4. Pavement Condition Rating, State Highways**

Highway	Segment	Length (mi)	PCR (1998)
Route 4A/202	Sanford TL to "change in pavement"	0.91	3.41
Route 4A/202	"change in pavement" to Bennett Road	0.48	3.28
Route 4A/202	Bennett Road to Route 4/111	0.78	3.82
Route 111	Lyman town line to Route 4, 4A	1.86	3.74
Route 4	Sanford TL to "change in pavement"	0.56	4.36
Route 4	"change in pavement" to Route 4A/111/202	1.56	4.43
Route 4/202	Route 111/4A to "change in pavement"	0.55	4.25
Route 4/202	"change in pavement" to Lyman town line	2.32	3.76
Kennebunk Road	Route 111 to Route 4/202	0.28	3.86

---

Description of Pavement Condition Ratings	5.00	New pavement, comfortable ride at 65 mph
	4.00	Good pavement, comfortable ride at 55 mph
	3.00	Visible defects, comfortable ride at 45 mph, noticeable movements
	2.00	Comfortable ride at 35 mph, frequent movements due to advanced cracking, severe distortion and patching
	1.00	Poor ride, many potholes, sever distortion, rutting and pavement disintegration
	0.00	Out of service

---

### Town-Maintained Roads

The town of Alfred uses the Road Surface Management System (RSMS) developed by the University of New Hampshire Technology Transfer (T<sup>2</sup>) Center to inventory its roadway network, rate the pavement condition, and help plan and budget for roadway projects. The RSMS calculates a Pavement Condition Index (PCI) based upon a series of identifiable distresses on the roadway surface. The PCI ranges from 0 to 100, with 100 being a newly constructed roadway. Figure 5-2 illustrates the PCIs for some of Alfred's roads. The condition descriptions were developed as follows: A PCI between 0 and 29 is considered "poor;" between 30 and 49 is considered "fair;" between 50 and 69 is considered "comfortable;" between 70 and 89 is considered "good;" and between 90 and 100 is considered "excellent."



Insert Figure 5-2 (11 X 17)

## ***Road Use And Performance***

### **Traffic Volumes**

Traffic counts measure the number of vehicles traveling by a fixed spot in a given time period. Typically, a volume is recorded every 15 minutes and totaled for the day. The Maine Department of Transportation (MDOT) regularly counts traffic throughout the state. The most recently available counts for Alfred are shown in Table 5-5 and in Figure 5-3.

**TABLE 5-5. Daily Traffic Volumes**

Road Name	Location	Year	Daily Traffic	% Change from 1995
Route 4/202	North of Court Street	2000	9630	+12%
Route 4/202	North of Kennebunk Rd	2000	11560	N/A
Route 4/202	North of Old Route 202	2000	8650	+14%
Route 4	Southwest of Swetts Bridge Road	2000	8770	+10%
Gore Road	East of Gebung Road	2000	1140	+11%
Gore Road	West of Gebung Road	2000	1190	+12%
Gore Road	Northwest of Old Route 202	2000	2110	+29%*
Gebung Road	Southwest of Gore Road	2000	780	+13%
Whichers Mill Road	Southwest of Mouse Lane	1997	460	-15%
Old North Berwick Road	Northeast of Pools Crossing	2000	830	+15%
Kennebunk Road	East of Clark Road	2000	200	-13%
Back Road	Northeast of Route 111	2000	300	+11%
Pools Crossing	East of Old North Berwick Road	2000	1750	+28%
Mouse Lane	Southeast of Church Road	2000	710	+11%
Clark Road	North of Kennebunk Road	2000	330	+50%
Route 111	Northeast of Route 4	2000	11260	+14%
Route 111	Lyman Town Line	2000	11790	+18%**
Route 111	East of Back Road	2000	11890	+19%

\* % Change calculated from 1996

\*\* % Change calculated from 1997

Source: MDOT's 2000 Traffic Count Book, <http://www.state.me.us/mdot/traffic/2000countbook.pdf>

Another interesting analysis using traffic volume information is comparing the number of vehicles that travel a roadway to that roadway's designed capacity. A V/C or volume-to-capacity ratio was calculated using data from MDOT's roadway inventory database. Table 5-6 lists the roadways where V/C is greater than 1.0. These roadways are also shown in Figure 5-3.

## **Vehicle Miles Traveled**

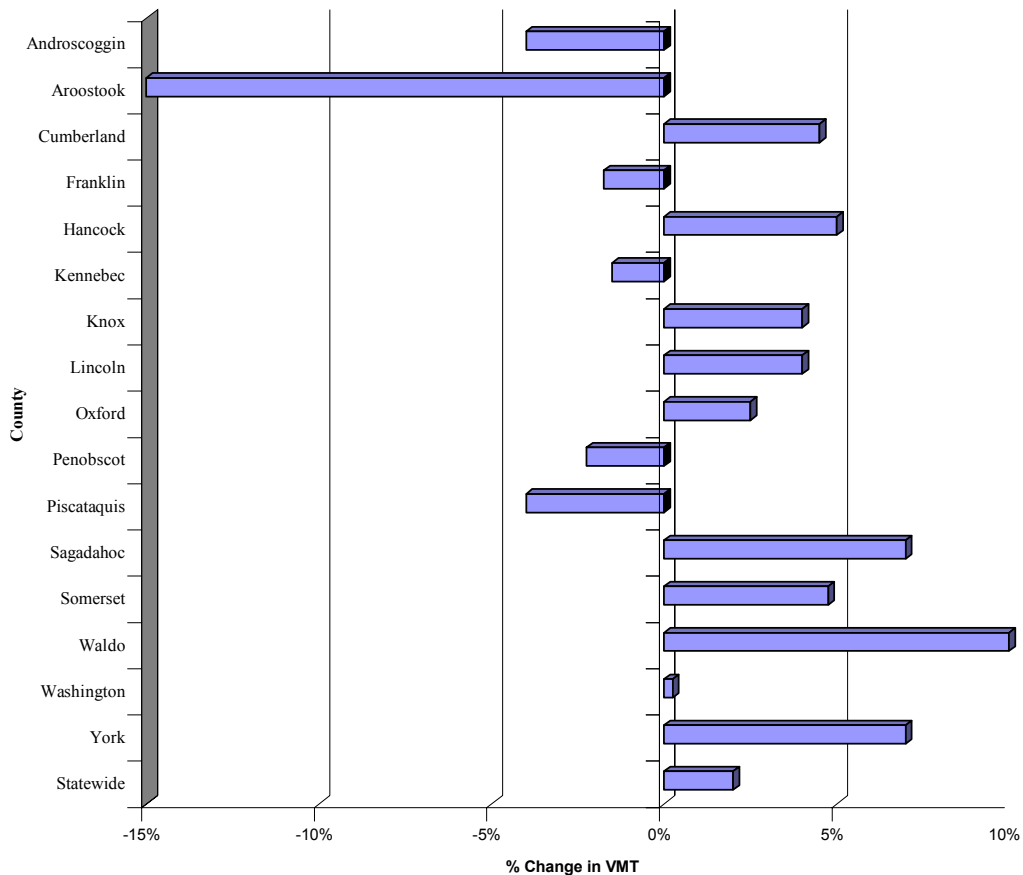
Another measure of the extent of a roadway's use is vehicle miles traveled (VMT). VMT measures the total number of miles traveled by vehicles within a given geographic area. As can be seen in Figure 5-4, VMT in York County increased by approximately 7% between 1990 and 1999. VMT throughout the entire state only increased by approximately 2.5% in the same time period.

Insert Figure 5-3 (11 X 17)

TABLE 5-6. Roadways Functioning Over Capacity

Roadway Name	From	To	V/C Range
Gore Road	Route 202	Federal Street	1.63-2.11
Gore Road	Gile Road	Fort Ridge Road	1.14-1.19
Kennebunk Road	School Street	Route 111	1.31
Old North Berwick Road	Whichers Mill Road	Pools Crossing Road	1.01
Pools Crossing Road	Old North Berwick Road	Lyman Town Line	1.75
Saco Road	Route 202	Route 111	1.04-1.05
Whichers Mill Road	Sanford Town Line	Old North Berwick Road	1.07
Route 4	Sanford Town Line	Routes 111/202	3.49-3.69
Route 111	Routes 4/202	Lyman Town Line	4.28-4.95
Route 202	Sanford Town Line	Route 4/111	4.88-5.26
Route 4/202	Route 111	Lyman Town Line	3.35-4.82

FIGURE 5-4. Percent Change in VMT: 1990-1999



## ***Highway Safety***

There are two locations in Alfred where 8 or more crashes with a Critical Rate Factor greater than 1.0 occurred in the three-year period between January 1, 1997 and December 31, 1999. These locations are termed “high crash locations” by the Maine Department of Transportation (MDOT). The Critical Rate Factor (CRF) is the ratio of the actual crash rate to the expected rate (called the Critical Rate). The expected crash rate depends upon road type, vehicle miles traveled, and statewide crash ratios. Interestingly, for the 1998-2000 three-year period, that designation was dropped for these locations.

In 2001, Route 111 between Alfred and Biddeford experienced almost 100 vehicle crashes and ten (10) resulting fatalities. Public outcry ensued and MDOT committed resources to study the roadway in detail to address safety concerns. It is understood that most of the vehicle crashes are a result of speed, driver inattentiveness, and vehicles crossing the roadway centerline.

In addition, there are a number of locations in Alfred that are a safety concern. The Comprehensive Planning Committee identified the intersections of Route 202 with Gore Road and Route 111 with Kennebunk Road as being dangerous for vehicle movement. At public meetings, citizens expressed concern about the number of crashes along Route 202. Also, high and fast moving traffic creates hazardous conditions for pedestrians and school-aged children. Figure 5-4 illustrates the safety concerns of the Town of Alfred.

## ***Access Management***

For improved safety and speed preservation along the state’s highways, the Maine Department of Transportation (MDOT) has developed a set of access management rules in response to legislation concerned with arterial capacity, poor drainage, and the high number of driveway-related crashes. Any new or changed driveway or entrance on state and state aid highways located outside of urban compact areas must meet specifications described in the rules in order to obtain a permit from MDOT. The rules regulate sight distance, corner clearance, spacing, width, setbacks, parking, drainage, and mitigation requirements.

The rules define mobility corridors as those corridors that connect service centers and/or urban compact areas and carry at least 5000 vehicles per day along at least 50% of the corridor’s length. Retrograde arterials are non-urban compact arterials where the number of crashes related to a driveway or entrance exceeds the statewide average for arterials with the same posted speed. All of Routes 4, 111, and 202 are considered mobility corridors. Routes 4 and 111 are also retrograde arterials.

Insert Figure 5-5 (11 X 17)

## ***Summary***

1. Alfred's Transportation System consists chiefly of roads and bridges.
2. There are no mass transit facilities, sidewalks, pedestrian ways, bike paths, or public parking facilities serving the town.
3. The single abandoned railroad bed is now largely privately owned.
4. There are 9.03 miles of state-maintained roads, and 10 state-maintained bridges.
5. There are 41.60 miles of town-maintained roads, of which 19.63 miles are collector roads or are local roads functioning as collectors.
6. With the exception of Nutter's Bridge on Back Road, the state maintained roads and bridges are in good to excellent condition. Since the Federal Sufficiency Rating on Nutter's Bridge is less than 50, it may qualify for federal funding.
7. Routes 4, 111, and 202 have been identified as part of the Heavy Haul Truck Network. The five state-maintained bridges located along these highways are also considered part of the system. The system may have preference in funding prioritization.
8. Of the town-maintained roads, only 10% have fair or poor pavement condition, compared to 40% in 1991.
9. On average, traffic volumes in Alfred have increased over 14% in the five-year period between 1995 and 2000.
10. Approximately 23% of Alfred's roadways are carrying more vehicles than their calculated capacity.
11. Increasing traffic volumes and high speeds create safety concerns in town.
12. New or changed driveways and entrances along Routes 4, 111, and 202 must comply with MDOT's new Access Management rules in order to obtain a permit from MDOT.



## CHAPTER 6: MUNICIPAL FACILITIES AND SERVICES

Public Facilities and Services include all town, county, state and federal facilities and services.

**Town** administered public and semi-public facilities and services are predominately located in the Village District. They include the Town Hall, Fire Station, Rescue Service, Parsons Memorial Library, the Recreation Field, Alfred Elementary School, and the Transfer Station.

**County** facilities and services are the York County Jail and the York County Court House, plus a new jail facility is under construction on Route 4. During the year 2000, the original jail located on route 111 was sold to a private individual who anticipates converting the dilapidated structure into a commercial building.

**State** services include the Department of Transportation service and maintenance area on Stone Road, and the new Maine State Police Barracks on Route 202 at the Alfred/Lyman town line.

**Federal** facilities are the Post Office that leases it's building on Kennebunk Road in the Village, and the Massabesic Experimental Forest, located on 1,754 acres of land in the southeastern corner of the town.

### ***Water Facilities***

Under the Maine Rules for drinking water supplies there are three different types of public drinking water systems. They are:

#### **Community Water System (CWS):**

Serves water to 25 people, and/or 15 connections on a year-round basis, or regularly serve at least 25 year-round residents. (Example: water districts, water companies, mobile home parks, condominiums, apartment buildings, and places of employment.)

#### **Non-transient Non-community Water System (NTNCWS):**

Serves 25, or more people four hours or more per day, four or more days per week, 26 or more weeks per year. (Includes: schools, factories, office buildings, and facilities with 25 or more employees.)

#### **Non-community System (NCWS):**

Serves 25 or more people, and/or 15 connections for at least 30 days out of the year. (Includes restaurants, campgrounds, summer camps, motels, etc.)

Active public water systems in Alfred are listed in Table 6-1

Table 6-1. Classification of Alfred Public Water Systems

Establishment	People served	Classification
Alfred Water District	700	CWS
Keywood Manor Mobile Home Park	272	CWS
Walnut Grove Campground	235	NCWS
Central Maine Power Company	90	CWS

### *Alfred Water District*

The Alfred Water Company, which for many years had been a privately owned community water system, changed its form of ownership in the year 2000. The previous owners, in essence, gave the company to the Town of Alfred. The town appointed a committee to study the options as how best to operate the Company. It was determined that the best way for the town would be to operate the company as a Water District. The water district would be eligible for many tax benefits as well as being able to borrow money at reduced rates. A Board of Trustees elected by residents within the Water District would govern it. The remainder of the community would have no control over its operation. The District would generate its own financial needs and not be a part of the town's budget system.

On October 10, 2000, voters of the Alfred Water Company voted to create the Alfred Water District. On the same date, three Trustees were voted in to manage the new Water District. On February 25, 2001, the 119<sup>th</sup> Legislature created the Alfred Water District, and on June 5, 2001 the Public Utilities Commission approved the Alfred Water District as a Quasi-Municipal Entity. Since then, the Trustees have secured a one million-dollar loan to do specific system improvements, which should be complete in the fall of 2002.

The future goals of the Trustees are to continue system wide improvements, which would be undertaken within the next ten years. Some of these improvements might be new water lines, new hydrants, new storage tank, develop new production wells, upgrade services to customers, extend water source protection, and extend the territory of water service.

The Alfred Water Company was a privately owned Community Water System that began operating in 1911. The storage tank, or standpipe, was installed on Brackett Hill, above the village during that same year.

The District currently supplies water to 237 families, or approximately 700 people. The District also provides water to several public facilities. They include: the County Jail, the County Court House, the Alfred Elementary School, the Town Hall, and the Library. It also serves commercial large-volume users such as George Roberts Concrete Products, Leedy's Restaurant, Hazel Dell Apartments, Woodsedge Apartments, and the Colonial Mobile Home Park.

A dug well, located near Round Pond, supplies all of the Company's water. The well has the capability of producing 150,000 gallons per day (GPD). The company currently supplies approximately 80,000 GPD. The distribution system has ample capacity and the water is of good quality. The only treatment required is to chlorinate.

The Water District supplies water to 33 public hydrants and four private ones. The volume capacity of the hydrants is approximately 500 gallons per minute (GPM). The Town of Alfred presently pays an annual rental fee of \$445 for each hydrant.

In 1983, the Alfred Comprehensive Plan stated that the U.S. Army Corps of Engineers projected that the demand on the water system would increase to 53,000 GPD by the year 2000, and to 87,000 GPD by the year 2030, and that the well's capacity was projected to be adequate for future demands. If new sources of water are required due to deterioration of quality, ample new sources are available. There are good alluvial deposits to the north of the existing well.

The "Federal Safe Drinking Water Act" was amended in 1986 requiring each state to submit to the U.S. Environmental Protection Agency a Wellhead Protection Program designed to protect drinking water quality by carefully controlling the area surrounding any wellhead supplying public drinking water.

In 1986, the governor formed a Ground Water Standing Committee. The committees, consisting of representatives from the State Planning Office and the DHS Bureau of Health Engineering, have developed the "Maine Wellhead Protection Program". It was scheduled to go before the State Legislature in the 1991 session. The last reclassification resulted in changes enacted in 1999.

The Water District participates in the Maine Department of Human Services' voluntary Wellhead Protection Program. Participation in this program allows a public system to be eligible for water quality testing waivers. This consists of a wellhead self-evaluation that allows the system owner to identify potential sources of contamination within the recharge area for the system source well. The Water District's self-evaluation identified a number of potential contamination sources within a 2,500-foot radius of the well. The 1995 Alfred Zoning Ordinance established a watershed protection district around Round Pond and the well.

## ***Sewerage***

Alfred does not have a public sewer system. Residents rely upon individual subsurface wastewater disposal systems. These are predominantly single-residence septic tank and leach field systems. However, two residences in the Keywood Manor Mobile Home Park are being served by a single septic system.

## ***Solid Waste***

Alfred had a solid waste transfer station. The residents, Alfred businesses, town and county facilities, and private waste-collection businesses brought solid waste to the transfer station. Waste disposal permits were required. The town no longer operated a brush dump. The transfer station rested on a one acre covered landfill area located on Route 4 and is still monitored for potential groundwater contamination. Twice a year the town brought in a chipper for brush and woody debris.

The town owns the old transfer site land. The concrete utility building, plus a "Rubb" building, which housed the recyclable materials, has been removed. The town leased the containers and the hydraulic compactor from Waste Management Inc. of New Hampshire. Waste Management Company trucked the combustible portion of the solid waste to Maine Energy Recovery Company (MERC) in Biddeford. Construction debris is trucked to Waste Management's landfill facility in Rochester, New Hampshire.

The old transfer facility is scheduled to be decommissioned in 2002 and a new modern transfer site will come online at that time.

Table 6-2 is a summary of the solid waste disposal and recycling of the town for the last 9 years.

Table 6-2. Solid Waste Disposal & Recycling (tons)

Year	MERC	Landfill	Non-bulk Recycled	Bulk Recycled	Total	Recyclerate
1993	1,026	96.07	43.44	61.29	1,226.8	8.54%
1994	1,198	190	68.09	52.81	1,508.9	8.01%
1995	1,027	195	114.92	73.82	1,410.74	13.38%
1996	978	267.01	117.54	427.06	1,789.61	30.43%
1997	938	159.22	129.34	251.47	1,478.03	25.76%
1998	1,026	156.71	139.09	320.93	1,642.73	28.00%
1999	1,004	114.24	539.31	289.86	1,947.41	42.58%
2000	1,293	210	539	332	2,374	36.69%
2001	1,324	266.46	171.18	322.67	2,084.31	23.69%
Totals	9,814	1,654.71	1861.91	2131.91	15,462.53	
Average	1,090.44	183.86	206.88	236.88	1,718.06	24%

In August 1989, the Alfred Conservation Commission started a voluntary recycling program. The project succeeded in removing approximately one ton of glass each week from the waste stream. The program, presently run by the town Solid Waste Committee, collects plastics, newsprint, office paper, cardboard, glass, steel and aluminum cans.

The town is growing close to meeting the limits of its contract for disposal of waste MERC. If waste generation exceeds the limit, the excess may need to be shipped to the landfill in Rochester, New Hampshire. The cost of disposal at that facility is more than 50% of the cost of disposal at MERC.

In the year 2000, the town purchased a 35-acre parcel of land on Route 202 adjacent to the Alfred Elementary School. This property was proposed to be the future transfer station site. Engineering studies and site construction plans are complete, necessary permits have been approved, and contractor bids were submitted, a contractor was selected, and the town voted in the affirmative. The construction project is presently underway and should be operational in late September 2002.

## ***PUBLIC SAFETY***

### **Alfred Fire Department**

Alfred has a 30 member volunteer fire department. There is one full-time fireman who receives a town-supported salary. Each member is paid per call attended. The department is responsible for fire suppression, fire safety, and fire safety inspections. The town's public safety building was built in 1994 on the Kennebunk Road site of the former elementary school.

The Alfred Fire Department engages in mutual aid arrangements with Acton, Goodwin's Mills, Kennebunk, Newfield, Ross Corner, Sanford, Shapleigh, Waterboro, and Wells. For an annual fee, York County dispatch provides services for emergency calls. Up to 200 calls per year are received for such emergencies as structure fires, oil burner problems, carbon monoxide investigations, vehicle fires, brush and grass fires, gasoline wash-downs, and leaking propane tanks. Table 6-3 shows the number of emergency calls over the last ten-year period.

Table 6-3. Alfred Fire Department Emergency Calls

Year	Non-Structure Fires and Other Calls	Structure Fires
1991	158	9
1992	98	20
1993	123	16
1994	190	24
1995	192	11
1996	176	13
1997	151	12
1998	210	6
1999	178	13
2000	224	15

Department members update their skills by participating in continuing training courses, which provide instruction in current firefighter standards and practices. In 1999, the members participated in 27 training courses, totaling 981 hours of training.

Alfred contributes financial support to the Ross Corner Fire Department located just beyond the town line on the Gore road in northern Alfred, serving as protection to the northern portion of Alfred as well as to Shapleigh and Waterboro.

Table 6-4 shows the Fire Department's major equipment and indicates when it can be expected to need to be replaced.

Table 6-4. Fire Department Major Equipment

Item	Year	Condition	Use	Last Improvements	Expected Life Remaining
Safety Building	1994	Good	Heavy		
Freightliner Engine 1,250 gpm pump, 1000 gal tank	1995	Good	Heavy		
Ford Engine 1,000 gpm pump, 500 gal tank	1977	Good	Heavy	1997 Rust repaired 2000 Rust repaired	Replace soon
International Tanker 750 gpm pump, 1,800 gal tank	1965	Good	Heavy	1995 Engine & converted to tanker	Replace by 2003
International Forestry 350 gpm pump, 500 gal tank	1972	Good	Moderate		
GMC Utility	1975	Fair	Moderate		Replace soon

Source: Alfred Fire Department

On July 11, 2000, the town voted to purchase a new Ferrara Fire Truck. This has replaced two existing vehicles: the 1975 GMC Utility, and the 1977 Ford Engine.

## Alfred Rescue Department

The Alfred Rescue Squad was a private corporation and was voted to become a town department at the 2002 town meeting. The Alfred Rescue Department provides emergency medical service and transportation to medical facilities. It shares facilities and some volunteers with the fire department. They average 290 calls annually. Surrounding communities provide mutual aid to the Town of Alfred upon request. Alfred Rescue provides assistance for a wide variety of calls ranging from public assists to cardiac arrests. The Rescue volunteers also participate in ongoing mandatory

Alfred Comprehensive Plan, Volume 2: Data Inventory

training per State and Federal regulations. The service is dispatched through the York County Communications, located in the County Court House Annex. Since 1998, it has been a combination paid/volunteer service. The service is supported through ambulance billing, tax revenue, and through voluntary contributions from town residents.

The service equipment consists of a 1998 Ford PL Custom Ambulance in excellent condition, and has not needed improvement. The ambulance expected life remaining is 8-10 years.

Alfred does not have a hospital: there are no clinics or other medical-dental facilities in the Town of Alfred. Table 6-5 lists the hospitals for emergency medical service.

Table 6-5. Hospitals Servicing Alfred

<b>Hospital</b>	<b>Location</b>	<b>Travel Distance</b>	<b>Travel Time</b>
Goodall Hospital	Sanford	5 Miles	5 Minutes
Maine Medical Center	Portland	35 Miles	40 Minutes
Southern Maine Medical Center	Biddeford	12 Miles	15 Minutes

## Police Protection

The town of Alfred has no Police Department. York County Sheriff's Department and the Maine State Police provide police protection. Residents calling 911 are responded to by the York County Communications, a dispatch service supported by county taxes and participating towns. Table 6-6 is a brief review of available crime reports.

Table 6-6. Alfred Crime Reports

<b>Call Item</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>
Arrests	43			31	50	73
Motor Vehicle Accidents	127			33	118	129
Traffic Safety Enforcement	293			417	672	738
Domestic Disturbances	40			14	28	18
Simple Assault	20			23	31	55
Burglary	18			22	18	7
Criminal Mischief	40			41	58	31

Source: York County Sheriff's Reports

The York County Sheriff's Department offers a "Contract Deputy Program". This service offers each community special contracts with the County for direct police services.

## **Emergency Management**

The role of emergency management in the town of Alfred is to safeguard the well being of the citizens and protect their property in times of disaster, whether of natural or technological cause.

The Emergency Management Director is appointed by, and works under the direction of the Board of Selectmen. The Director is responsible for the design and implementation of a plan of action. This plan of action will be periodically reviewed as changes in the town's profile, methods of mitigation, or resources dictate. The Emergency Management Director will make educational materials available to the citizens of the town to help prevent and to lessen the ill effects of any disasters, as well as to promote a rapid return to normalcy. Working out of the Public Safety building, the director will be accessible to the townspeople who require assistance.

## ***Library***

Built in Greek Revival Style of granite in 1903, The Parsons Memorial Library is in the Center Village District. The National Register of Historical Places includes the library in the Alfred Historic District. (Appendix D). The Library has 2,687 registered users, with the 1999 circulation being 12,132 items. As of March 2000, the library has 16,229 books. The Magnuson addition, which was constructed in 1993, brought the total floor space in the library to 2600 square feet. At present the library is open 20 hours a week. A computer allows the public Internet access.

## ***Town Government***

All town government activities are centered in Alfred Town Hall. Built in the early 1900s, the Town Hall is listed on the National Register of Historic Places (see Appendix D). In 1983 the building was renovated to centralize the town government activities, some of which were formerly carried out in town officials' homes. This resulted in improved efficiency, better working conditions, and improved accessibility for residents. The Town Hall is now open Monday through Thursday, 8:00 to 5:00 and Friday 8:00 to noon, with several officers having evening hours. The large public room upstairs is used for meetings, hearings, and community cultural activities. The Alfred Elementary School is used for larger public meetings. It is felt that the offices are meeting the current demand, and expansions/changes will only be needed if the town continues to grow, and the demands placed on the Town Hall increase.

Alfred's town government is run by a combination of elected and appointed officials and volunteer citizen committees or boards. The elected officials are the three Selectmen, Town Clerk,

Alfred Comprehensive Plan, Volume 2: Data Inventory



Treasurer, Tax Collector, Board of Assessors, School Board and Library Directors. The following municipal officials are appointed by the Selectmen: Plumbing Inspector, Animal Control Officer, Health Officer, Registrar of Voters, and Code Enforcement Officer. Standing boards and committees, made up of interested citizens, are the Planning Board, Zoning Board of Appeals, Park and Recreation Committee, Solid Waste Committee, Conservation Commission and Budget Committee. The Selectmen, on as-needed basis, appoint other committees such as the Comprehensive Planning Committee.

***Communication***

Communications facilities serving the Alfred area are:

US Postal Service	Alfred
Verizon	Alfred
Cable Television of the Kennebunk’s	Kennebunk
Public Television	(Regional)
Network Television	(Regional)
WSME, AM radio	Sanford
WCDQ, FM radio	Sanford
WIDE, AM Radio	Biddeford
WYJY, FM Radio	Biddeford
Selectmen’s Newsletter	Alfred
Sanford News, weekly newspaper	Sanford
County Coast Star, weekly newspaper	Kennebunk
Smart Shopper, regional weekly	Waterboro
Journal Tribune, daily newspaper	Biddeford
Portland Press Herald, daily newspaper	Portland

***Education***

Alfred is part of School Administrative District (SAD) 57. The other towns in the District are Lyman, Newfield, Limerick, Shapleigh, and Waterboro. The District schools serving Alfred are the Alfred Elementary School, Massabesic Junior High School, and the Massabesic High School.

The Alfred Elementary School, built in 1987, is in excellent condition. Serving grades kindergarten through grade 6, it has a student capacity of 300. Recreational facilities include a playground and baseball field.

Massabesic Junior High School serves grades 7 and 8 for all the towns in the district. Built in 1973, its capacity is 400 students. Though the school is in good condition, it is overcrowded, and now

has several portable classrooms. School facilities include several ball fields. SAD 57 is presently seeking funding for a new Junior High School as well as a suitable location.

Massabesic High School serves grades 9 - 12 for all district towns. It was built in 1968 and an addition was built in 1986. It has a capacity of 925. The building is in excellent condition with facilities including a gymnasium, an auditorium, fields for football, baseball, soccer, and field hockey, and tennis courts.

Table 6-7 shows enrollments for Alfred students by grade from 1990 to 2001 the total school enrollment is also included.

Table 6-7. Alfred Student Enrollment Figures, 1990 to 2001

Year	Grades														Total
	K	1	2	3	4	5	6	7	8	9	10	11	12	Spec	
1990	38	33	34	28	32	34	29	30	19	20	25	17	25	22	386
1991	43	38	31	30	29	28	31	26	33	26	21	18	22	26	402
1992	33	50	36	35	28	40	30	30	33	28	32	16	15	29	435
1993	34	53	36	38	30	38	32	29	29	30	31	16	13	19	428
1994	31	33	46	34	34	31	35	27	34	33	27	23	16	15	419
1995	21	29	35	47	34	34	30	32	27	38	26	21	21	12	407
1996	29	25	35	37	51	41	35	33	32	31	32	17	21	7	426
1997	27	33	25	38	39	52	36	36	36	34	25	25	21	13	440
1998	22	27	31	24	34	41	48	38	36	41	22	21	29	7	421
1999	22	22	24	31	25	33	42	46	37	39	29	22	20	10	402
2000	24	25	22	29	30	24	31	34	51	43	26	25	22	9	395
2001	28	27	29	23	31	31	24	33	35	65	27	26	28	5	412

Current capital improvements in the district include: work on the bus maintenance facility at the Massabesic High School/Junior High School Complex in Waterboro, and a new Junior High School facility is currently in the planning stages.

## ***Human Services***

The town appropriates approximately \$10,000 annually for general assistance. In 1990, the town overspent the appropriation for general assistance by \$9,799.50. State services are available through the State Department of Human Services. Alfred appropriates tax-revenues for the following services: Visiting Nurses Services of Southern Maine, Inc., York County Homecare, York County

Alfred Comprehensive Plan, Volume 2: Data Inventory

Community Action Corporation, Southern Maine Area on Aging, The Children's Center, Inc., York County Child Abuse and Neglect Council, York County Counseling Services, Caring Unlimited, the York County Center Against Domestic Violence, and Day One.

### ***Summary***

1. In the year 2000, the water company changed ownership by converting to a Water District. This is a quasi-municipal form of operation.
2. Solid Waste is an ongoing problem in Alfred. The tonnage increase in the 90's was not as dramatic as that of the 80's. Recycling by the residents has increased substantially during the past decade. This has helped reduce the cost of waste disposal.
3. Alfred continues to have a volunteer fire department. It does however have one full-time fireman.

# CHAPTER 7: RECREATION

Alfred’s recreational facilities and programs consist of the athletic field, school facilities, private facilities, and assorted programs. The volunteer Parks and Recreation Committee administer the programs. In the future, if there is public access, Alfred’s surface waters and extensive undeveloped land will support expanded recreational activities.

## *The Parks and Recreation Committee*

The Parks and Recreation Committee is a town committee consisting of volunteers appointed by selectmen, with a minimum of five members who serve three-year terms. The committee meets on the first Tuesday of the month and at other times when necessary. There is a chairperson appointed by the committee.

The committee is responsible for organizing and providing a variety of activities and programs for the citizens of Alfred. The committee is also responsible for the maintenance of the ten acre park on Kennebunk Road and School Street. It is studying this property to create a vision of how best to utilize this space based on the needs of the users.

## *Programs*

The Parks and Recreation Committee offers the following activities/programs:

<b>Program</b>	<b>Participants</b>
Youth Basketball	136
Soccer (through Massabesic United Soccer League)	75
Indoor Soccer	75
Youth Tennis Lessons	8*
Adult Tennis Lessons	8*
Skiing	10
Skating	220
Winter Carnival had a variety of activities including a fishing derby, family game night, horse drawn wagon rides, snow sculpture and a Portland Pirates game. Hundreds of people participated.	

\*There was a waiting list for both youth and adult tennis lessons. The program could accommodate only sixteen people for these individual lessons.

All programs are organized and supported by volunteers. Financial support for these programs comes from town appropriation and participation fees.

## ***Facilities***

Groups utilize both private and public facilities for their recreation programs. The town owns and maintains the 10-acre recreational area that is in the Village District on Kennebunk Road and School Street. This lot was deeded to the town with the restriction that it must be used for athletic activities. The area contains: a playground area, 2 ball fields, a basketball court, 2 tennis courts, a concession stand, a picnic table and grille, portable toilets and bleachers at one of the ball fields. The committee is preparing a skateboard park and installing donated playground equipment here. Recent improvements include installation of fencing and railroad ties that delineate parking spaces.

The Alfred Elementary School has a gymnasium used for basketball, a ball field, a playground and a storage shed built specifically for the Parks and Recreation Committee's use.

The Brothers of Christian Instruction on Shaker Hill Road, maintain a skating rink, playing fields, swimming area and meeting facilities which are available to the public for a fee.

Town Hall has an auditorium and stage.

## ***Massabesic Experimental Forest (MEF)***

The U.S. Forest Service purchased this research forest in the early 1930's. The largest blocks of land were obtained from Bates College, which in turn had received the land from the estate of Benjamin C. Jordan, an Alfred lumberman about 1900.

This parcel which is nearly 1,800 acres, is now part of the National Forest system, and is the only federally owned research forest that provides study opportunities in New England in the eastern white pine-northern red oak type. The mission of the MEF is to provide a location where long-term research and demonstrations on forest ecosystems can be carried out.

In 1998 and 1999, the U.S. Forest Service conducted an ecological inventory plan at the MEF. This is a necessary first step toward managing an experimental forest to protect vulnerable features and prioritize effectively. Several volunteers from the Town of Alfred helped in conducting this inventory. New populations of rare plants were discovered including the small Whorled Pogonia (federally threatened) and Upright Lind Weed (state threatened). Also documented was a four-toed salamander, gray tree frogs and many other reptiles and amphibians.

Alfred Comprehensive Plan, Volume 2: Data Inventory

The Alfred Conservation Commission has helped establish several walking trails in the MEF that are open to the general public. The forest is also open to hunting and snowmobiling.

### ***Regional Recreational Resources***

There are local swimming, picnicking, and camping facilities in Alfred, at Bunganut Lake in Lyman and on the Sanford side of Estes Lake. Sanford offers a golf course, indoor recreation facilities including bowling and the YMCA swimming pool, tennis courts, and town parks.

Seashore recreation is available within twenty miles. The nearby lakes and mountains offer a wide range of outdoor recreational opportunities including: camping, hiking, skiing, snowmobiling, hunting and fishing - all within easy driving distance.

### ***Summary***

1. The Parks and Recreation Committee is committed to developing new activities and programs that will encourage participation from a greater percentage of Alfred residents. It is actively pursuing such varied programs as bus trips for shopping and/or ball games, swim lessons, volleyball, golf and in-line skating.
2. The committee will oversee the completion of the skateboard park and continue to improve that area.
3. After studying the park and designing a plan of the most effective use of the area., the committee will install the donated playground equipment, continue with plans for a covered picnic area and create a walking path/nature trail. Long range plans include providing additional parking and creating multi-purpose athletic fields.

## CHAPTER 8: WATER RESOURCES

Alfred's water resources include the following: a lake, ponds, rivers, streams, brooks, wetlands, sand and gravel aquifers, bedrock aquifers, and groundwater. These resources provide the town with drinking water; they sustain agricultural and forest resources; they create fisheries and wildlife habitat; they provide recreation; and they augment the scenic qualities of the community.

### *Alfred Lake and Ponds*

Alfred has three great ponds and one other pond that is not large enough to be considered a great pond but is of local importance. See Volume 1 Appendix B Map 1, Base Map.

Estes Lake is approximately 353 acres in area, and is 215 feet above sea level. A dam impounding the Mousam River and its Alfred tributaries creates the lake. It is 1.6 miles long to the point of narrowing above Goodwin's Bridge. It lies along the southwest border of the town. The boundary between Alfred and Sanford is the midline of the lake. See volume 1 Appendix B, Map 4, Town Of Alfred Important Natural Areas.

The uses of Estes Lake are both recreational and commercial. There are year round and seasonal homes on each side. The lake is used for boating and fishing. The fishery supports warm water species. There is public access to Estes Lake on a foot trail through the Massabesic Experimental Forest. The commercial uses include a private hydroelectric company at the dam and the Lavalley Lumber Company that uses the water for a biomass boiler where the Mousam River enters the lake. A point source discharge from the Sanford wastewater treatment plant enters the Mousam River approximately 4 miles upstream from the Lake.

Middle Branch Pond, 49 acres in size, is located in the northernmost part of town. It is 419 feet above sea level, 0.4 miles long and 0.2 miles wide. It is on the town's northeast border, where the Alfred-Waterboro town line divides the pond in half. Fishing and recreation are the principal uses. Seasonal homes occupy the Waterboro shore. There is no public access from Alfred. The pond is the source of the Middle Branch River.

Shaker Pond, in central Alfred, is on the West Side of Route 202. The old railroad bed runs between the shore and Route 202. The pond is 230 feet above sea level, 0.7 miles long, 0.3 miles wide, and its surface area is 86 acres. It has two main inlets: Shaker Brook, flowing into it from Waterboro and the wetlands on the north side of the lake, and the brook that drains Bunganut Lake in Lyman. Shaker Pond is the source of the Littlefield River. The pond has several seasonal and year round homes on its shores. It provides swimming, boating, and fishing principally warm water species. Winter recreation includes ice fishing, skating, and snowmobiling. Because the lake does not have public

Alfred Comprehensive Plan, Volume 2: Data Inventory

access, the uses mentioned above are not easily available to residents. Around the pond, there are pastoral scenic vistas that enhance the town's rural character. In the mid-1990s a cranberry bog was proposed near the wetlands on the north shore, but it appears these plans have been abandoned.

Round Pond, only 8.6 acres in size, is 215 feet above sea level. It is vitally important because it is close to the well that supplies water to the Alfred Water District which supplies water to 700 year round residents and leases hydrants to the town for fire protection. The pond is a little less than a mile south of the village center, just east of Route 4. Because of its proximity to the Alfred Water District, it has no recreational or other uses.

The Maine Department of Environmental Protection gives a "GPA" rating to all four of these ponds. This rating means that the Department aims to maintain the water quality as suitable for drinking water (after disinfecting), recreation, industrial processes and cooling water supply, hydroelectric power generation, navigation, and fisheries and other aquatic life.

These bodies of water, like all lakes and ponds in Maine, are vulnerable to pollution. Growth, development, and agricultural practices in their watersheds may affect the capacity of the water bodies to cleanse themselves naturally of polluting materials.

Table 8-1. Alfred Water bodies

Name	Surface Area, Acres	Drainage Area, Square Miles	Maximum Depth, Feet
Estes Lake	353	18.23	30
Middle Branch Pond	49	0.34	26
Shaker Pond	86	2.76	22
Round Pond	8.6	0.10	-

Source: Dept of Environmental Protection

### ***The Lake Phosphorus Control Program, D.E.P.***

The Lakes Division of the Maine Department of Environmental Protection has developed a program to evaluate the cumulative impact of and to control the effects upon lake water quality of development and agricultural practices in watersheds.

The program is based on the premise that phosphorus is one of the most important elements that threaten to pollute lakes. The natural lack of phosphorus, an important nutrient needed for plant growth, is the limiting the factor in the growth of algae in lakes. The addition of phosphorus allows

Alfred Comprehensive Plan, Volume 2: Data Inventory



accelerated algae growth and threatens water clarity, dissolved oxygen content and fisheries habitat. The methodology used in Tables 8-2 and 8-3 is from *Phosphorus Control in Lake Watersheds: a Technical Guide to Evaluating New Development*, by the Maine Department of Environmental Protection.

Using this methodology, communities can protect their surface waters by determining just how many pounds of phosphorus per acre in the watershed should be permitted to enter the pond before water quality is threatened. The calculation for the amount of phosphorus permitted per acre is described below.

Determination of the per acre allocation of phosphorus involves the following two steps:

1. Establish an acceptable phosphorus (P) increase for each lake or pond. (Table 8-2)
2. Determine the per acre allocation for each watershed. (Table 8-3)

Table 8-2. Acceptable Phosphorus Increase for Each Lake or Pond

Lake Name	D.A./Town <sup>1</sup> (Acres)	Percent D.A., Town	Lbs. P = Change Of 1ppb <sup>2</sup>	Water Quality Categ. <sup>3</sup>	Level Of Protection (H,M,L,)	Acceptable Phosphorus Increase
Estes Lake	11,150	72%	72.490	Mod/Sens	Medium	72.490
Estes Lake	519	9%	4.422	Mod/Sens	Medium	4.422
Middle Branch	217	42%	2.156	Mod/Sens	Medium	2.156
Shaker Pond	1,764	17%	12.606	Mod/Sens	High	9.555
Round Pond	62	100%	0.616	Mod/Sens	High	0.462

Table 8-3. Determination of Per Acre Allocation of Phosphorus for Each Watershed

Name	Direct D.A. Town (Acres)	Acreage Suitable/ Available For Development <sup>4</sup>	Future Area Of Development <sup>5</sup>	Per Acre Allocation Of Phosphorus <sup>6</sup>
Estes Lake	11,150	9,707	1,456 (15%)	.050
Estes Lake	519	473	118 (25%)	.037
Middle Branch	217	154	39 (25%)	.055
Shaker Pond	1,764	1,428	286 (20%)	.033
Round Pond	62	56	14 (25%)	.033

Sources: Maine Department Of Environmental Protection, S.M.R.P.C.

Footnotes to Tables 8-2 and 8-3:

1. D.A./Town is the direct drainage area (watershed) of the lake in the Town of Alfred.
2. Figure from D.E.P., pounds of phosphorus that, if added to the lake, would increase the level of dissolved P by 1ppm.
3. Moderate/Sensitive - Lakes with an average Secchi Disk reading between 10 and 20 feet. Algae levels are moderate (chlorophyll A 4 to 7 ug/l). Phosphorus 10-20 ppb. These waters have a high potential for developing algae blooms because of significant summertime depletion of dissolved oxygen in the metalimnion and/or large seasonal fluctuations in algae and nutrient levels. Many lakes are in this category because of their vulnerability to small increases in phosphorus concentrations. This is also the default category when water quality data are not available.
4. Total acres of direct drainage, minus steep slopes, wetlands, undevelopable land, and land already developed.
5. Estimated acreage that may be developed in the next fifty years.
6. Acceptable phosphorus increase divided by the acres of potential development in fifty years. This is the maximum amount of phosphorus in pounds per year that can be exported from each acre in the watershed without causing a significant change in the water quality of the lake over the next fifty years.

### ***Alfred Rivers and Streams***

Map 4, Town Of Alfred Important Natural Areas, shows Alfred's rivers and streams. The longest river is the Middle Branch, originating at Middle Branch Pond. It runs the length of the town, in a southward direction. It is joined by two tributaries: the Littlefield River, which drains Shaker Pond, and Hay Brook, which forms the southwestern town boundary from Mountain Road, at the Sanford line, to the point where the brook joins the Middle Branch River, near the Stone Road Bridge. The Middle Branch has scenic areas, a picturesque area being its swift water at Yeaton Bridge, on Brackett Road. There the river opens into a large pool surrounded by wetland and forest cover. Historically, the Middle Branch River provided power for saw mills. Today the principal uses are fishing, and, in its southern segment, boating and fishing.

The Littlefield River meanders south from Shaker pond and is wide at some points until meeting the Dam at Littlefield Mills. It then flows into the Middle Branch River below Swett's Bridge. The 1983 Comprehensive Plan mentioned the possible use of the Littlefield Mills Dam for hydroelectric power. There are scenic vistas from the Route 111 bridge looking to the south, and another one looking upriver from the dam. The mills dam itself provides a pleasant vista from the bridge. Today, the principal uses of the Littlefield River are fishing and waterfowl hunting. Along the course of the river between Shaker Pond and the Littlefield Mills Dam, the Maine Department of Inland Fisheries and Wildlife has identified three wetland areas as waterfowl and wading bird habitat. Two of the wetland areas are "high value" habitats and one is "moderate in value." (See Chapter 9, "Critical Natural Resources.")

Hay Brook forms the southwest boundary of the town to the point where it opens up to a wider meandering course from the Stone Road bridge to the junction with the Middle Branch a half mile below the bridge. This is an area of pastoral beauty. Well-kept fields slope down to the winding open water of the widening brook, against a backdrop of woodland. There is a high value wetland on the brook, just east of route 4. Principal uses of Hay Brook are fishing, and boating below Stone Road Bridge.

The Maine Department of Environmental Protection has rated these waterways, except Hay Brook, as "Class B." This classification means water quality will be maintained as suitable for drinking water (after treatment), fishing, recreation, industrial process and cooling water supply, hydroelectric power generation, navigation, and as a habitat for fish and other aquatic life. This habitat is characterized as unimpaired. Class B is the third highest rating.

### ***Alfred Watersheds***

A watershed is the area of direct drainage surrounding a watercourse or a body of water. It is bounded peripherally by a line beyond which water drains to other waterbodies. There are ten watersheds that are either completely or partially within Alfred's borders. See Volume 1 Appendix B Map 5, Town of Alfred Hydrologic Features and Topographic Lines.

Alfred Comprehensive Plan, Volume 2: Data Inventory

According to the Maine Department of Environmental protection, the combined total number of square miles in the direct drainage areas of Estes Lake, Middle Branch Pond, Shaker Pond and Round pond is 26.26 square miles, or 74% of the town's total 29.06 square miles. (See Table 8-1) Round Pond is "landlocked." Its watershed, 0.10 square miles, drains solely into Round Pond. The Middle Branch and Shaker Pond watersheds ultimately drain, via their outlets, into Estes Lake. Thus, three quarters of the town's land area ultimately drains into Estes Lake. The other quarter of the town's land surface area drains into water bodies outside Alfred.

### ***Regional Watershed Impacts***

The Shaker Pond watershed includes the center of Waterboro, via Shaker Brook, and extends northward to within a half mile of Little Ossipee Pond. Nearly the entire developed area of south Waterboro lies within the Shaker Pond Watershed. Shaker Pond also ultimately receives the drainage from Bunganut Lake in Lyman. Most of the western and southwestern margin of the town receives Sanford drainage into Hay Brook, the Middle Branch River, and into Estes Lake.

Along the southeastern town line, drainage from Alfred, principally in the Massabesic Experimental Forest, flows into Lyman and the Kennebunk River Watershed.

All the watersheds draining into Estes Lake ultimately affect the quality of the Mousam River as it flows through Kennebunk to the Atlantic. Thus, Alfred's contribution to the Mousam River via Estes Lake combines impacts not only of Alfred but also of Waterboro, Lyman, and Sanford.

### ***Aquifers***

Subsurface water that fills the spaces between particles of rock and soil is called ground water. Approximately 90% of the rural population in Maine obtains its water from wells. In Alfred almost all households use ground water, either from individual private wells or from the wells of the Alfred Water District.

An aquifer is a subsurface water supply that yields useful quantities of ground water to wells and springs. There are two types of aquifers in Maine: (1) surficial materials (Sand and Gravel Aquifers), and (2) fractured bedrock. Coarse-grained surficial materials such as sand and gravel can transmit large quantities of ground water, and are generally the most productive water resources. In a bedrock aquifer, ground water is stored in fractures in the rock. Areas with many fractures may contain large amounts of water. Where coarse-grained surficial deposits are thin or absent, wells drilled into bedrock aquifers provide the only choice domestic water supplies.

## ***Alfred's Sand and Gravel Aquifers***

Volume 1, Appendix B, Map 6, Town of Alfred Wet Soils (Hydric), Steep Slopes and Farm Soils, shows the location of sand and gravel aquifers in Alfred. Moderate yield aquifers have 10-50 gallons per minute and the high yield aquifers are 50 or more gallons per minute.

There are two high yield aquifers. The largest one is in the central southwestern part of town, from Hay Brook north to the intersection of Routes 4, 202 and 111, and extends east from Bennett Road almost to Kennebunk Road. Round Pond and the Alfred Water District well are over this aquifer. The Alfred Transfer Station, located on a closed landfill, abuts the lot where the public water system well is located. The Water Company well yields 150,000 gallons per day, or 104 gallons per minute. Within this aquifer area, the depth from the surface to the water table is 15 to 35 feet. The minimum thickness of sand and gravel varies from 7 to 38 feet, with most borings showing 20 to 30 feet.

The Alfred portion of the second high yield aquifer is smaller than the one near the village. It occupies all the southern tip of town, extending from the town line at the southern tip northward for 1.1 miles. This aquifer also lies under the adjacent areas of Lyman and Kennebunk. The depth from the surface to the water table is 6 to 11 feet, with one well being 15 feet. The depth of sand and gravel is 27 to 32 feet. This aquifer can yield 120 gallons per minute.

Two moderate yield aquifers (less than 50 gpm) are in Alfred. One, a narrow strip, follows the Middle Branch River from North Alfred southward along Gebung Road almost to the first Sanford town line.

The second moderate yield aquifer is much larger, extending from the Waterboro town line at Shaker Brook and becoming wider in central Alfred. It underlies the entire Village and Center Village Districts and it continues southward through Littlefield mills and along the shore of Estes Lake until it meets the southern high yield aquifer. This aquifer also underlies Waterboro to the north and a large part of Sanford to the south.

## ***Alfred's Bedrock Aquifers***

The most recent data relating to bedrock aquifers in York County are the *Groundwater Resource Maps*, 1975, published by the Division of Hydrology, Maine Geological Survey, Department of Conservation. This is being updated by Maine Geological Survey (MGS) and the Maine Department of Environmental Protection (MDEP). More information is available on the Maine Department Of Conservation's website.

Alfred Comprehensive Plan, Volume 2: Data Inventory

The total depth of "overburden" (the layer of surficial deposits over the bedrock) in Alfred varies from 20 to 50 or more feet. The bedrock wells in Alfred are generally 100 to 300 feet deep. Some bedrock wells near Littlefield Mills are under 100' feet deep. Of Alfred's 13 bedrock wells reported on the 1975 Groundwater Resource Maps, nine had yields below 10 gpm, two yielded 10 gpm, and two yielded greater than 10 gpm. Water from many of Alfred's bedrock wells has high iron concentrations.

### ***Point Source Discharges***

Point source discharges are generally direct discharges into water bodies, usually by way of pipes. They are usually licensed. Examples are discharges from sewage treatment plants and from manufacturing industries.

Alfred has no licensed point source discharges; however any regional point source discharges into waters draining into Alfred's watersheds would obviously impact the water quality of Alfred's water resources.

### ***Non-Point Sources Of Groundwater Pollution***

Using town records, Department of Environmental Protection sources, and by conducting a town-wide "windshield survey," the committee inventoried potential threats to the quality of Alfred's groundwater. The lots identified as potential sources of groundwater pollution are listed in a database available in the town office.

*Documentation of proven contamination has not been made for the lots that were identified.* The inventory uses the categories of pollution defined by the Maine State Department of Environmental Protection. Planning agencies have recommended that the categories be used for inventories of groundwater resources. The lots identified are included in the list because they have a land use category designated by the State Department of Environmental Protection as having *possible sources* of ground water pollution.

Table 8-5 summarizes the number of identified sites by the type of potential groundwater contamination. Some lots were listed more than once, because those lots had multiple uses associated with more than one potential source of contamination of groundwater.

Table 8-5. Potential Non-Point Sources of Pollution, With Number of Parcels by Pollution Category

Abandoned Wells	1
Agricultural Spreading, Machinery, Filling, Cleaning	6
Auto Repair, Rust proofing, Body Shops	10
Electrical Generation, Service Facilities	3
Electrical Shops	2
Large Septic Systems operating at or Near Capacity	4
Agricultural Activities, Fertilized Fields	17
High Density Residential Shorefront Land Use	66
Furniture Makers, Strippers, Finishers, Painters	3
Service Stations, Garages	4
Graveyards, Currently Used, and Old	47
Junk and Salvage Yards	4
Landfills, Dumps, Transfer Stations	2
Large Consumers of Groundwater	11
Feedlots, Manure Piles	22
Metal Platers, Welding	2
Miscellaneous	8
Pesticide & Herbicide Use, Storage	6
Salt and Sand Piles	2
Septage Disposal Site, Old or Current	1
Small Engine Repair Shops	1
Underground Storage Tanks (Number Registered=68)	46
<u>Class V Injection Wells</u>	<u>6</u>
Total Parcels with Potential Groundwater Pollution:	298

Source: D.E.P., town records, and committee survey, 1990

### ***Existing Measures To Protect Water Resources***

Current Land Use Ordinances provide for protection of shoreland and riparian areas by regulating land uses in the Shoreland District and the Resource Protection District. The ordinances are now in conformity with the most recent Shoreland Zoning laws.

Plumbing codes meet state standards.

The Planning Board reviews all applications, and requires review by the Department of Environmental Protection when appropriate.

## ***Summary***

1. Alfred has one lake on its border with Sanford, and three ponds. These waters are rated "GPA": they are highly vulnerable to phosphorus loading. Estes Lake is projected to have an increase of 1 ppb of Phosphorus in the next ten years, and is classified as "extremely vulnerable." Only 0.7% of the total surface area of Maine's Lakes is "extremely vulnerable."
2. Alfred's rivers and streams, except Hay Brook are classified as "B" water quality. (The third highest rating)
3. Seventy five percent of Alfred's land area drains into Estes Lake.
4. Watersheds extending into Waterboro, Lyman and Sanford impact Alfred's water bodies.
5. Alfred has two high yield sand and gravel aquifers.
6. The high yield sand and gravel aquifer supplying the Alfred Water Company abuts the Transfer Station and the abandoned Alfred Landfill.
7. Approximately 1,800 Alfred residents use groundwater supplied by private wells and approximately 700 people are served by the Alfred Water Company. (See Chapter 6, "Public Facilities and Services.")
8. Alfred has no licensed point source discharges.
9. In 1990, there were 298 sites with potential non-point source pollution in Alfred.



## CHAPTER 9: CRITICAL NATURAL RESOURCES

Critical Natural Resources include the following: identified wetlands, significant wildlife and fisheries habitats, significant or endangered plant communities, identified unique natural areas, and scenic areas. This chapter inventories these resources, and discusses identified and potential threats to their existence, physical integrity or quality. The chapter includes existing measures that protect or preserve the identified critical natural resources.

The most recent data on critical wildlife and plant habitats was surveyed in September 2001 in the Beginning With Habitat Project coordinated by the Department of Inland Fisheries and Wildlife.

### ***Wetlands***

The collective term, "wetlands," means marshes, swamps, bogs, and similar areas that often develop between dry land and open water.

DEFINITION: "Wetlands are lands transitional between terrestrial and aquatic systems, where the water table is usually at or near the surface, or the land is covered by shallow water. For the purposes of this classification, wetlands must have all three of the following attributes:

1. At least periodically the land supports hydrophytes (wetland vegetation).
2. The substrate is predominantly undrained (waterlogged) soil.
3. The substrate is nonsoil, and is saturated with water, or covered by shallow water at some time during the growing season of each year."

(U.S. Fish and Wildlife Service. Cowardin, et al. 1979)

With increased understanding of their ecology, wetlands are no longer regarded as wastelands; now they are valued as precious natural resources. They help to improve water quality, reduce flood and storm damage, provide important habitat for fish and wildlife, support rare plant and animal species, and they provide recreational opportunities including hunting, fishing, bird watching, and nature walks.

### ***Location Of Wetlands, Deer Wintering Areas, And Fisheries***

Alfred Comprehensive Plan, Volume 2: Data Inventory

The Maine Department of Inland Fisheries and Wildlife has mapped, and rated the value of 26 wetlands in Alfred. There are two identified deer wintering areas, and there are nine identified fisheries. The rating methodologies, used by the Department of Inland Fisheries and Wildlife, for wetlands, deer wintering areas, and fisheries are in Volume 1, Appendix B, Map 4, Town Of Alfred Important Natural Areas. The map shows the locations for each critical natural resource.

Table 9-1 shows the identified wetlands and the rated value of each wetland.

State officials, wildlife experts, botanists, and conservationists have recommended that a 300 foot buffer zone, around the border of high value wetlands, should be required to protect wildlife habitat, rare plant life, and to prevent degradation of groundwater.

### ***Deer Wintering Areas***

There are two identified deer wintering areas: (1) a large area occupying most of the land on the east side of the length of Ida Jim Road and extending to the Lyman Town Line, and (2) a smaller one northeast of North Alfred, South of Avery Road, extending to the Waterboro Town Line. Both were rated "High Value." The Dept. of IF&W rating system is in Volume 2 Appendix A, and the locations of the deer yards are designated "D3" on Volume 1, Appendix B, Map 4, Town Of Alfred Important Natural Areas.

"New development is generally not compatible with the maintenance of suitable conditions in deer wintering areas, and should be very closely regulated. In most cases, development should not be permitted in high (D3) or moderate value (D2) value deeryards. Prior to any development in a low (D1) value deer yard, or areas of unknown (D5) value, MDIFW should be consulted about appropriate land uses to prevent fragmentation or loss of deer wintering habitat."

(The Maine Department of Inland Fisheries and Wildlife, in *Significant Fish and Wildlife Resources of Coastal York County, Maine, January 1989*.)

Officials in MDIFW further recommend that a specific amount of timber harvesting in deeryards should be allowed because it is an essential component of deer wintering area management. Fifty percent of a deeryard area should be maintained as mature softwoods. The total timber harvest over a fifteen-year period should not exceed 20% of the total timber volume. Single openings in the forest canopy created during timber harvesting should not exceed 14,000 square feet, and openings larger than 10,000 square feet should be no closer than 150 feet to one another. Only temporary light

use roads are recommended for timber harvesting purposes. Consultation with MDIFW is recommended before approving a deer wintering area management plan.

Recently, a clear-cutting lumber operation destroyed much of the habitat in the smaller deeryard in North Alfred. The clear cutting altered the habitat of about 100 acres.

Table 9-1. Alfred Wetlands Rated for their Significance as Habitat for Waterfowl and Wading Birds

Location	High	Mod.	Low	Unknown
Littlefield R. South - Just N. of Littlefield Mills	H			
Shaker Pond Outlet - Southeast of Shaker Pond	H			
Littlefield River (North) - Northeast Alfred Center		M		
Shaker Pond - East of Yeaton Hill	H			
Middle Branch Pond - Northern Corner of Alfred			L	
Middle Branch River - 2.25 Miles West of Yeaton Hill			L	
Middle Branch River - Just East of Gebung Road			L	
Middle Branch River - .25 Miles South of North Alfred			L	
Middle Branch River - South of Littlefield Mills			L	
Conant Brook North - Extreme Northern Tip of Alfred			L	
Estes Lake - South of Massabesic Experimental Forest			L	
Hay Brook - Stone Road Bridge	H			
Conant Brook South – NW of Middle Branch Pond				?
Middle Branch Pond Outlet – S of Middle Branch Pond			L	
Middle Branch River - Both Sides Mid-Gebung Road	L			
Shaker Brook - North of Shaker Pond				?
Beaver Hill Pond Outlet-Gebung Rd, SE Beaver Hill Pond				?
Trafton Brook North - West of Brackett Hill				?
Trafton Brook South - Southwest of Brackett Hill				?
Middle Branch River - South of Yeaton Hill				?
Littlefield Mills - 0.5 Miles East of Littlefield Mills				?
2.1 Miles South of Littlefield Mills - 0.1 Mi. S. Jct. Mouse Lane and Ida Jim Rd.				?
Massabesic Experimental Forest - Eastern Border				?
Massabesic Experimental Forest - Southeast Corner				?
1 Mile Northeast of Estes Lake - NE of the Jct. of Whichers Mills & Pooles Crossing.				?
Old Falls Pond			L	

Source: Maine Department of Inland Fisheries and Wildlife

## ***Fisheries Habitat***

There are nine watercourses or waterbodies in Alfred that were inventoried by the Maine Department of Inland Fisheries and Wildlife. The habitats were rated on their value as fisheries. The locations and the ratings of these habitats are listed in Table 9-2.

Table 9-2. Alfred Fisheries Value Ratings

Location	High Value	Moderate Value	Low Value
Carlisle Brook	High		
Hay Brook			Low
Littlefield Brook			Low
Shaker Brook			Low
Middle Branch River			Low
Trafton Brook			Low
Round Pond		Moderate	
Shaker Pond		Moderate	
Estes Lake		Moderate	

Source: Maine Department of Inland Fisheries and Wildlife

The MDIFW recommends that the first 100 feet of riparian habitat of *high* and *moderate* value fisheries should remain unaltered.

The existing riparian habitat within 250 feet of *high* and *moderate* value fisheries should be protected from development and habitat modifications other than MDIFW approved practices.

The protected buffer for *low* value fisheries habitat should be 100 feet.

## ***Endangered Plant Species***

The Maine Natural Heritage Program maintains a database on endangered plants and animals. The data for endangered plants in Alfred are listed in Table 9-3 and the locations are shown on Volume 1, Appendix B, Map 4, Town Of Alfred Important Natural Areas. There are no data available for endangered animals in Alfred.

Table 9-3. Endangered Plants in Alfred

Site	Scientific Name	Common Name	MNHP Rank	State Status
6	Baptisia Tinctoria	False Indigo	S1	E
1	Chamaecyparis Thyoides	Atlantic White Cedar	S2	T
*	Clethra Alnifolia	Sweet Pepper Bush	S1	T
5 <sup>1</sup>	Emydoidea Blandingii	Blanding's Turtle	S2	T
*	Lespedeza Hirta	Hairy Bush-Clover	SH	SCPE
*	Lespedeza X Nuttallii	Hybrid	SH	SCPE
*	Lindera Benzoin	Spicebush	S2	SC
2 <sup>1</sup>	Peltandra Virginica	Green Arrow-Arum	S2	SC
3	Peltandra Virginica	Green Arrow-Arum	S2	SC
4	Peltandra Virginica	Green Arrow-Arum	S2	SC
*	Quercus Coccinea	Scarlet Oak	SH	SCPE
4	Southern New England Level Bog	Kettlehole Bog	S3	-
*	Utricularia Resupinata	Small Purple Bladderwort	S1	T
* Exact location not known				
<sup>1</sup> site accurate within a mile radius				

(See Appendix A for MNHP and STATE STATUS ranking systems.)

Source: Maine Natural Heritage Data System.

### ***Identified Unique Natural Areas***

Alfred does not have any identified "Unique Natural Areas."

### ***Scenic Areas and Scenic Views***

The Comprehensive Planning Committee has identified ten areas in Alfred that have scenic importance. The locations are shown in Volume 1, Plan Summary. Table 9-4 lists the locations and descriptions of the scenic areas.

### ***Threats To Identified Critical Natural Resources***

#### **Identified Threats**

There have been no specific threats to identified critical natural resources in Alfred.

## Potential Threats

Growth and development are obvious threats to the town's critical natural resources. The identified sites of potential non-point pollution are threats to wetlands, fisheries, and groundwater. (See Chapter 8, "Water Resources.")

## *Existing Measures To Protect Critical Natural Resources*

The Resource Protection District and the Shoreland District, with the new state regulations, afford some protection to riparian habitat. There are no ordinances in the Rural Residential District that explicitly protect scenic areas, deer wintering areas, or small wetlands (less than 10 acres).

Table 9-4. Scenic Areas And Scenic Views, Location, Description, Significance

Location Of Scenic Area	Description, Value, Significance
View to Little Ossipee Mt.	Pastoral view of distant hills, fields
View of Shaker Pond And Hill, From Gore Rd.	Tranquil view of pond, fields, hill.
View of Brothers, Shaker Hill. Shaker Pond From Federal Street	Pastoral view of livestock in field, Upper Shaker Pond, Wetlands. Hill and buildings in the background
View of Littlefield River From Route 111 Bridge	Meandering water, vegetation and woodland in background
View of Hay Brook, Fields, Woodland	Pastoral scene, well tended fields, winding stream, forested backdrop
View of Old Arched Bridge Over Middle Branch River From Sanford Road	High value view for photography, historic bridge over rapids
Views From Yeaton Bridge Of Middle Branch River	Picturesque scenes of rapidly moving water flowing into serene pool. Hilly and wooded backdrop.
View above Littlefield Mills Dam	High value for tranquillity, slow winding water, wooded backdrop
View from Littlefield Bridge of Dam and Falls	Historic dam is picturesque with moving water below and tranquil open water above it
View toward Fort Ridge from Gebung and Gore Roads	Pastoral scene with well kept open space, farm ponds, and highest elevation in Alfred in the background with old farm buildings on the ridge.

Source: Comprehensive Planning Committee

***Summary:***

1. Alfred has 26 identified wetlands, designated as "significant habitat for wildlife." Four are rated "high value," one is "moderate value," ten are of "Low Value," and eleven have an "Undetermined Value."
2. Alfred has two "high value" deer wintering areas.
3. An inventory of fisheries habitat revealed that of nine sites, 1 was "high value," 3 were "moderate value," and 5 were "low value."
4. Alfred has 13 different species of endangered plants.
5. Ten areas in town have been identified as having scenic value.
6. Growth and development threaten Alfred's critical natural resources.
7. Local Zoning Ordinances protect habitat in the Shoreland and Resource Protection Districts.

## CHAPTER 10: AGRICULTURAL AND FOREST RESOURCES

### *Alfred Agricultural Land*

Alfred has land areas with prime agricultural soils. These areas consist of individual pockets varying in size from 40 acres to 300 acres. See Volume 1, Appendix B, Map 6, Town of Alfred Wet Soils (Hydric), Steep Slopes and Farm Soils and Map 7, Town Of Alfred Existing Use Map

The highest concentrations of the prime agricultural soils occupy a strip along Alfred's southwest edge and extend eastward from Estes Lake. The strip is 0.8 miles wide, and is 3.5 miles in length.

A second concentration of prime agricultural soils extends northwestward from the south side of Route 111, along the Waterboro town line in a 1 x 5 mile strip. This strip starts on Shaker Hill at the Brothers of Christian Instruction, includes the Brock and Brothers' orchards, and extends northwest to end at John Cook's property on Gore Road. The prime soils are less concentrated here than in the southwestern area. There are dense concentrations around the triangle formed by Gile Road, Gore Road and Federal Street. There are orchards and livestock using the land in and around this triangle.

Most prime agricultural soils are not being used for commercial agriculture. Table 10-1 shows agricultural businesses, principal products, and acreage in commercial use.

Table 10-1. Alfred Commercial Agriculture

Activity	Products	Total Acreage in Commercial Agriculture	
		1990	2000
Orchards	Apples	135	100
Livestock, Animal Husbandry	Beef Cattle, Sheep, Wool	270	150
Haying for Commercial Purposes	Hay & Silage	455	400
Truck Farming	Vegetable & Fruit Produce	50	25

Source: Town Records

### *Agriculture-Dependent Land Uses and Facilities*

Gile's Family Farm, located on Route 202 at Gore Road, is an agriculture-dependent land use. The store and warehouse are used for retail sales of a variety of agricultural products, the principal one being apples and apple products. The store also sells local produce, maple syrup, processed fruits, vegetables, plants, trees, and ornamental products.

A local grower, John Brock, on Shaker Hill Road in Alfred also maintains an orchard.

Alfred Comprehensive Plan, Volume 2: Data Inventory



Hussey's Produce Stand, on Route 202 in the village, sells fruits & vegetables, seedlings, plants, and flowers.

Downeast Florist, on Sanford Road, Memory Gardens on Route 202 and Old Sheep Meadow Nursery on Federal Street are retail businesses selling flowers, plants and floral products.

Other homeowners operate activities including livestock, haying, and truck gardening.

### ***Commercial Forest Land***

Alfred has land areas with prime soils and slope characteristics that are suitable for forestry land uses. See Volume 1, Appendix B, Map 6, Town of Alfred Wet Soils (Hydric), Steep Slopes and Farm Soils.

The prime forestry soils are distributed uniformly throughout the town, except small areas in both the extreme northern and southern ends of town. There is a large area in central Alfred around Brackett and Yeaton Hills where 15-80 degree slopes and prevalent Lyman Rock Outcrop Soils make the land unsuitable for forestry uses.

In 2000, there were 4,748 acres of land in the Tree Growth Tax Law Program, which defines the land use as commercial forestry.

For many years Lavalley Lumber has owned a significant amount of forested land in Alfred. Recently, the Lavalley family divested itself of the retail operation and all of its real estate holdings. Consequently, 1500 acres of Alfred's woodland was sold to a logging company. While much of it will continue to be maintained as a commercial forest, there is an unknown amount of forestland that will be cut-off and sold for residential development. Because of the size of some of these woodland parcels, the resulting residential development could be substantial. Although the town cannot prohibit this growth, it is important to plan for its orderly development, i.e. at a pace that does not have a severe impact on Alfred's municipal services, real estate tax structure and traffic flow patterns nor drastically alter the village environment.

### ***Forestry-Dependent Land Uses and Facilities***

Historically, Alfred had a thriving lumber industry. Today there are no commercial sawmills or retail lumber businesses.

John Sylvester, located on Waterboro Road opposite the Gile's Family Farm, operates a logging and firewood business. His facility is used for log storage, and for the cutting, splitting, and sale of firewood. Arthur Hussey also operates a firewood business on Route 111.

Alfred Comprehensive Plan, Volume 2: Data Inventory

### ***Maine State Farm and Open Space Law Taxation Program***

The 2000 State Valuation, based upon the Town Assessment of Land and Buildings for 1998, stated that there were 12 parcels, with a total of 662 "Classified Farm Land Acres." The municipal assessment valuation of the land was \$491,362, and the State Valuation of the land was \$94,500.

Per the 2000 State Valuation, there was no land in Alfred identified in the "Classified Open Space" category.

### ***Maine State Tree Growth Tax Law Program***

The 2000 State Valuation, based upon the 1998 Town Assessment of Land and Buildings, stated that there were 70 parcels with a total of 4748 "Classified Tree Growth Acres." The municipal assessment of the land was \$2,292,384 and the State Valuation of the land was \$475,616.

### ***Threats To Farmland and Forests***

Continued growth and development obviously pose threats to Alfred's agricultural resources, whether these lands are in actual agricultural land use or they are undeveloped prime agricultural land. Also, growth and development threaten Alfred's undeveloped forest and the Rural Residential District.

### ***Existing Measures To Protect Agricultural and Forest Resources***

The Tree Growth Tax Law Program is used for 4,748 acres - 26% of the town's total acreage. The program effectively protects these forested acres as long as these acres stay in the Tree Growth Program.

The Massabesic Experimental Forest, operated by the U.S. Forest Service, is 1,754 acres in size. This is approximately 10% of Alfred's total acreage. Federal management protects this forest resource.

The Farm Land Tax Law Program is being used for 662 acres, nearly 4% of the town's total acreage.

No land is in the Open Space Tax Law Program.

Alfred has a cluster-housing ordinance that helps to preserve a portion of the prime agricultural and forestry land included in a development.

### ***Summary***

Alfred Comprehensive Plan, Volume 2: Data Inventory

1. There are concentrations of soils suitable for agriculture in southeastern Alfred and in a 1x5 mile strip from the Brothers, along the northeast town line with Alfred up through John Cook's property.
2. There are two commercial orchard businesses in Alfred. There are some smaller businesses in livestock, haying operations, and truck gardening.
3. There are two businesses that are dependent upon forestry resources.
4. Maine State Farm Land Tax Law acres in 1998 were nearly 4% of the town's total acres.
5. In 1998, there were no acres identified in the State Open Space Tax Law Program.
6. There were 4,748 acres in the Tree Growth Tax Law Program. This accounted for better than 26% of Alfred's total acreage.
7. Growth and development are potential threats to Alfred's agriculture and forest resources.
8. The Massabesic Experimental Forest is a forest resource protected by federal management and regulations. It comprises approximately 10% of Alfred's total acreage.
9. State Tax Law programs offer protection to agriculture and forest resources.

## **CHAPTER 11: HISTORIC AND ARCHAEOLOGICAL RESOURCES**

Historic and archaeological resources are a part of a community's heritage. They contribute to each town's unique character. The purpose of this section is to inventory these resources to help formulate goals and policies for protecting the town's heritage.

### ***Alfred's History: Events, Development and Character***

Alfred's history from its first settlement in 1864 to the present is summarized in Chapter 2, "Community Profile," of Volume 1, Plan Summary. There is a more complete history in Chapter 1, "Introduction," of this document, Volume 2, Data Inventory and Analysis.

### ***Historic Resources***

Historic resources include historic buildings, structures and objects above the ground. Besides the Alfred Historic District, described below, the Alfred Historical Committee has identified an additional 45 buildings outside the District as being of historical importance. Many, possibly all, of these buildings may be eligible for nomination to The National Register of Historic Places. Further study will be needed for sufficient documentation.

### **The National Register Of Historic Places**

The National Register of Historic Places, administered by the National Park Service, is a listing of buildings, districts, structures, objects, and sites deemed worthy of preservation for their historical, cultural, or archaeological importance.

There are some benefits in having a site listed in the National Register of Historic Places: the prestige of possessing the property, buildings may qualify for a 25% investment tax credit, and buildings on the register are also given a limited amount of protection from alteration or demolition resulting from a federal project. To qualify for the tax credit the buildings must be income producing, depreciable, and "certified" historic structures.

### **The Alfred Historic District**

Alfred Comprehensive Plan, Volume 2: Data Inventory

On April 28, 1983, the Alfred Historic District was entered upon the National Register of Historic Places. The District is in the center of the village, located southwest to northeast on Route 202 and 4 (Oak Street) and along Kennebunk Road and Saco Road. See Volume 1, Appendix B, Map 8, Alfred Historic District. The village and buildings within the district have changed little in the last one hundred years. See Volume 1, Appendix B, Map 9, "Alfred Village, 1872." The National Historic Register lists 48 homes in the district. Numbers on Map 8 identifies these homes. The key to the map, with a description of the buildings, is in Volume 2, Appendix D.

## **"Statement Of Significance," Historic District, (Excerpted)**

The following seven paragraphs are quoted from the application for inclusion of the Historic District in the National Register of Historic Places. (Appendix D) The numbers in parenthesis following the names of the buildings refer to the locations of the buildings on Map 8.

The historic district is located in the center of Alfred Village, which was incorporated February 4, 1794. The Conant and Knight families settled here in the 1760's, and they and their descendants built many of the homes and shops around the village green. John Knight built a barn and ell (#36), where he entertained early travelers, earning himself the nickname "Barn Knight." During the revolutionary period, meetings to examine articles on the new form of government took place in Knight's Barn. Here, early church meetings were held, which were apparently somewhat disrupted by the 'Merry Dancers', a group of early celebrants whose activities seem to have shocked the more staid inhabitants of the community. Across the street from the barn is the oldest residential home in the village center, now called 'The Beehive' (#26).

It is actually three buildings joined together with construction evolving over three centuries. John Knight began the first and oldest portion, the middle, c. 1770, in the colonial style. Although this is the most altered portion of the Beehive, many original features remain, such as the raised paneling in the front room. In 1801, Joshua Conant, an early Alfred entrepreneur, purchased the 100-acre Knight holdings in the village center which he sold, one month later, to Dr. Abiel Hall, Sr. Dr. Hall lived in the Beehive, adding the north section in the Federal Style. Finally, the third and last section was built, facing south, c. 1915, by Alonzo Roberts, in the homestead style. Once, the Beehive housed multiple families, hence the name.

Alfred's best-known citizen, John Holmes, arrived in 1799. He was a young lawyer who became an expert in real estate law. Titles to Alfred land were in an unsettled state, with squatters making improvements on land they did not own. Holmes was employed to secure good title in these cases. An example is the tract of land in Alfred Village for the jail. Thomas Hutchinson, of Devon, England, deeded two acres to York County for the jail,

Alfred Comprehensive Plan, Volume 2: Data Inventory

through John Holmes. The site of the original jail (#22) is located next to John Holmes dwelling (#24). Called the 'Bow and Arrow House', the Federal house of John Holmes was originally a Cape which he raised to its present profile. Known for his gregariousness, Holmes designed with a flair reminiscent of the 'Southern Hospitality' he must have experienced in Washington where he was one of Maine's first two senators. Notable are the two story columns and the roof balustrade, with bows and arrows pointing downward, a sign of friendliness toward the Indians, as well as tall Palladian windows centering the second story.

John Holmes provided the impetus for locating the York County Court House here. Presence of the Court House significantly affected the character and ensured the growth of the village center. Completed in 1807, fireproof wings were added in 1854. Fire destroyed the original center section, which was rebuilt in 1933. Berry Tavern (#41), facing the Alfred Green, provided meals and lodging during court sessions, in the mid 19th century. The tavern was originally built for Daniel Holmes. It was here that Holmes developed one of the several local early 19th century potteries producing the much admired and collected Alfred redware. The home retains original 12/12 and 12/8 windows, Indian shutters, and stands almost touching the Porter Lambert house (#42). Both have the low profile hip roof and high double end chimneys typical of a large and stately Federal home.

Stylistic change provides visible evidence of changes in attitude and growth spurts experienced in the village. During the pivotal year of 1829, Dr. Abiel Hall, Sr. died, and his land holdings in the village were divided. After this time, a profusion of Greek Revival homes, storefronts, and churches suggest the labor of local carpenters constructing on a less opulent scale, with demands of living and intended use, forcing adaptations in design to accommodate a more popular perspective.

Construction after 1860 assumes the Victorian sensibility reflected in an increased sense of scale and proportion. Notable is the Victorian house built by J.N. Stinson (#11) next to the Town Hall (#12) which was constructed in the same year in the Greek Revival Style. Both were built on sites of buildings burned in 1860. It is easy to understand this allure of the Italianate style in this country village. Porches and increased window size achieve an integration of interior and exterior space. Victorian infatuation with Italian architectural detail such as corner quoins, bay windows, rows of roof-line brackets, and ornamental cupola provide a setting for living and entertaining enhanced to elegant sophistication. Many homes in the village reveal the changing fashion. Italianate porches abound on earlier buildings (Daniel Goodenow House (#5), Abiel Hall House (#35), etc. The corner quoins and other embellishments on the distinctive 'Brick Ends' house (#44) bespeak of neighborly influence from across the street, coupled with an effervescent individualistic application of the current stylistic trend.

The village continues to maintain its 19th century flavor despite the area's rapid growth. Although there is a diversity of architectural style within the village, there is also a sense of continuity and pride in the past.

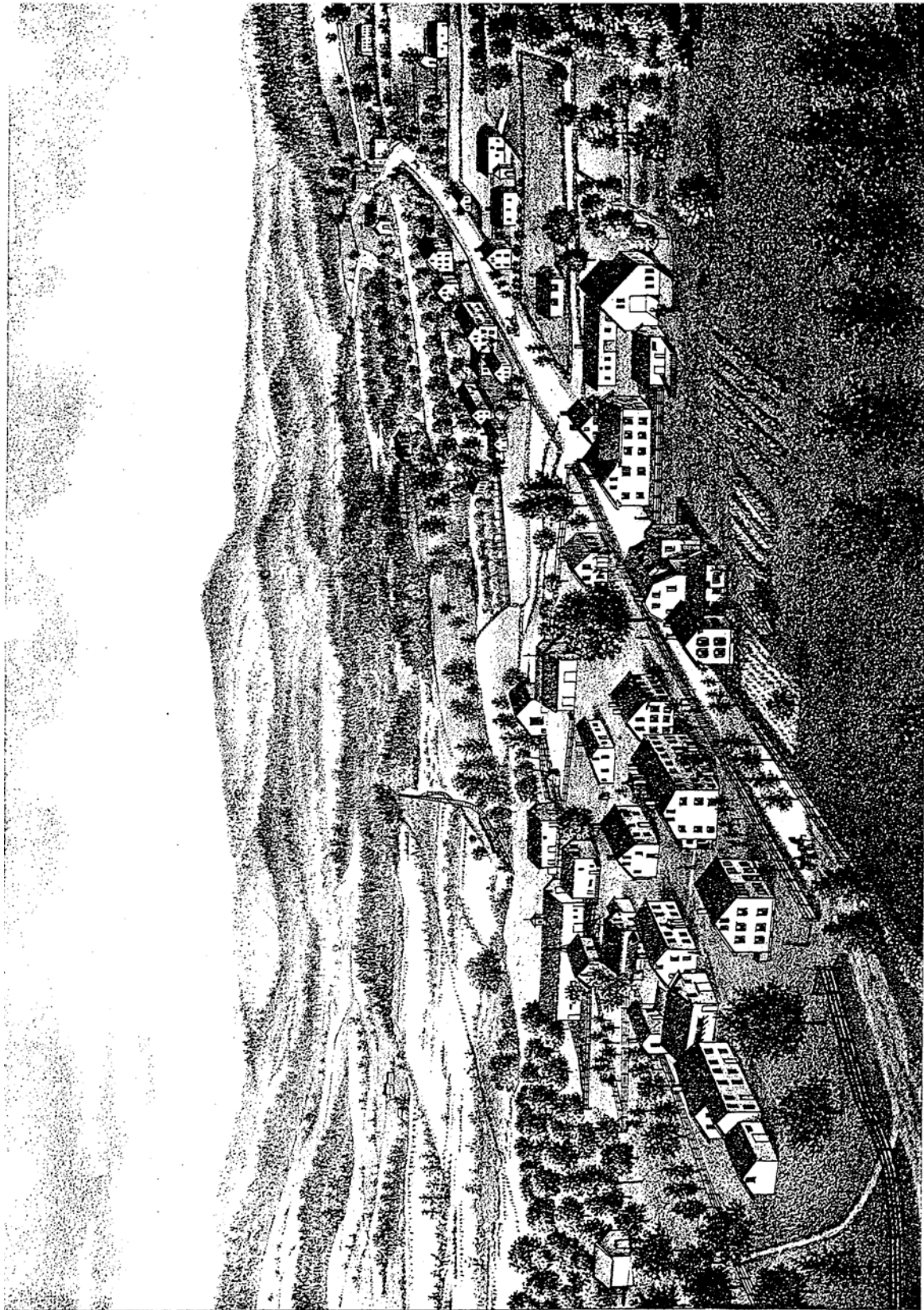
## **Other Historic Buildings**

As noted above, there are other historic homes in Alfred that are outside the Historic District. See Appendix D for a list of the buildings.

Volume 1, Appendix B, Map 9, Town of Alfred, 1872, shows the original homes dispersed evenly along the town roads. Housing density was greatest in Alfred Village, North Alfred, and Alfred Mills (Littlefield Mills). The 45 homes identified by the Historical Committee may be found on the map, but there are no map key numbers to their locations.

By 1880, the Shakers had created a large village on what is now named Shaker Hill. Once, the Shakers had more than fifty buildings. Today, the Brothers of Christian Instruction own the property. Eight of the old buildings survive in good condition. These buildings are also possible candidates for nomination to the National Register of Historic Places. Plate 11-1 shows a sketch drawn by Phares F. Goist, of Biddeford in 1880. It shows forty-four buildings. Plate 11-2 lists building descriptions and gives key numbers to the sketch. The plates were reproduced by courtesy of Harland H. Eastman, who published the sketches in his 1986 book, *Alfred, Maine. The Shakers and The Village*.





*SHAKER VILLAGE, ALFRED, MAINE.*

This view was drawn by Phares F. Goist of Biddeford who visited the village on January 29, 1880. A key to the buildings appears on the opposite page. These key numbers are also included in the captions in parentheses to assist the reader in locating the buildings on the above plan.



Plate 11-2

# Church Family

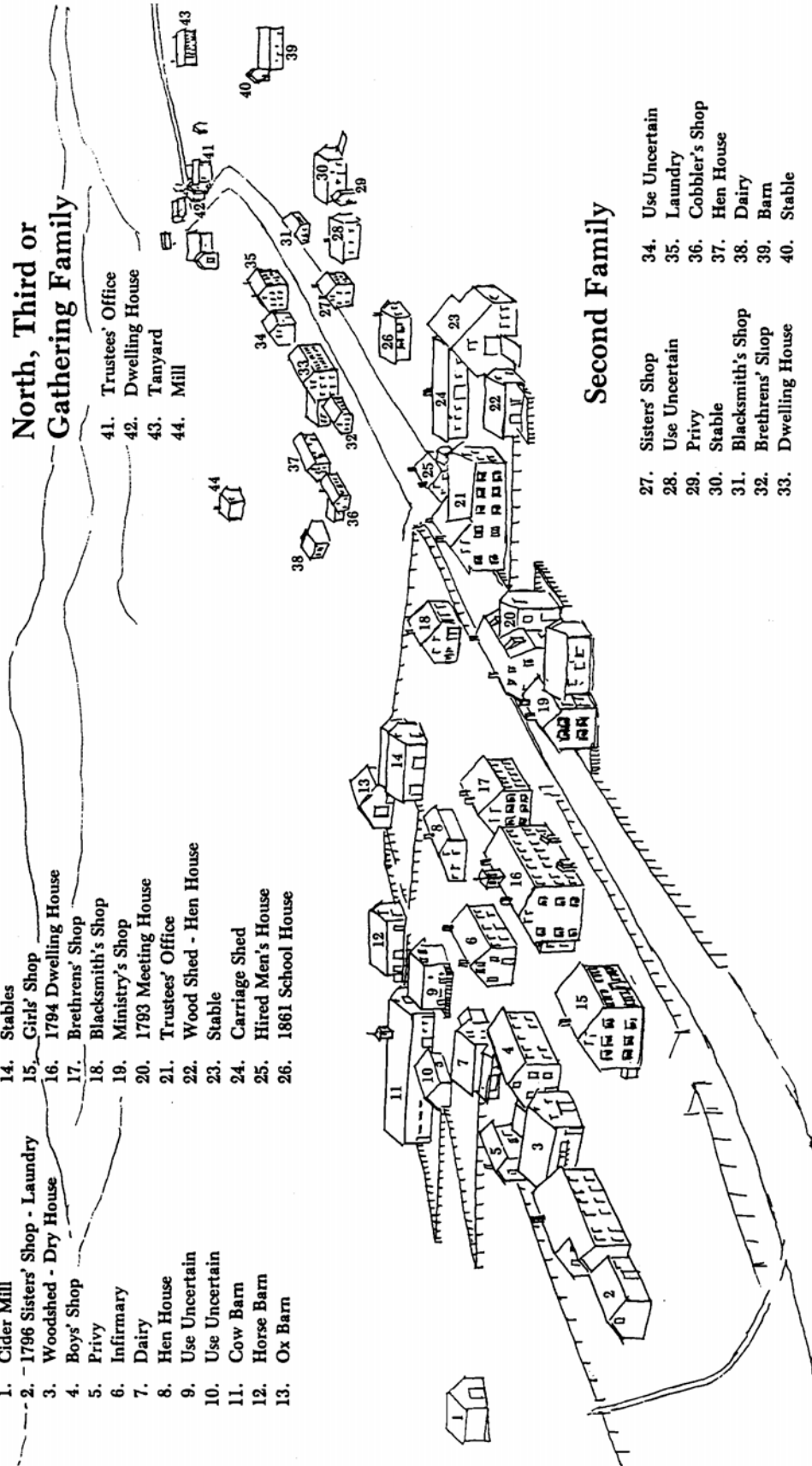
1. Cider Mill
2. 1796 Sisters' Shop - Laundry
3. Woodshed - Dry House
4. Boys' Shop
5. Privy
6. Infirmary
7. Dairy
8. Hen House
9. Use Uncertain
10. Use Uncertain
11. Cow Barn
12. Horse Barn
13. Ox Barn
14. Stables
15. Girls' Shop
16. 1794 Dwelling House
17. Brethrens' Shop
18. Blacksmith's Shop
19. Ministry's Shop
20. 1793 Meeting House
21. Trustees' Office
22. Wood Shed - Hen House
23. Stable
24. Carriage Shed
25. Hired Men's House
26. 1861 School House

# North, Third or Gathering Family

41. Trustees' Office
42. Dwelling House
43. Tanyard
44. Mill

# Second Family

27. Sisters' Shop
28. Use Uncertain
29. Privy
30. Stable
31. Blacksmith's Shop
32. Brethrens' Slop
33. Dwelling House
34. Use Uncertain
35. Laundry
36. Cobbler's Shop
37. Hen House
38. Dairy
39. Barn
40. Stable



## ***Alfred Cemeteries***

The cemeteries reflect Alfred's history and are part of the town's heritage. They were extensively researched and mapped by John Cook who identified 53 in the town. The locations are in Appendix D.

## ***Prehistoric and Historic Archaeological Sites In Alfred***

Archaeological resources include sites with evidence of the prior presence of human beings: including structures, artifacts, terrain features, graphics or remains of plants or animals associated with human habitation.

By definition, archaeological resources are those below ground. There are two types of archaeological resources: prehistoric and historic. Prehistoric archaeological places are those associated with Indian archaeology, before the 1600s and European settlement. Historic archaeological places are those associated with the earliest European settlers.

The Maine Historic Preservation Commission has identified no prehistoric archaeological sites in Alfred. It has identified three historic archaeological sites:

ME 006-01: Holmes Pottery Site (ca. 1811-1815)

ME 006-02: Lambert Pottery Site (ca. 1817 - ca 1834)

ME 006-03: Webber Pottery Site (ca.1820 - ca. 1890)

In Alfred, no professional prehistoric or historic archaeological surveys have been conducted, and no archaeological data exist for the above sites. Future fieldwork could focus on these sites and ones relating to the early settlement of the town.

## ***The Alfred Quarry***

The Alfred Quarry, formerly called the Bennett Quarry is a historic site of local importance. It dates to the end of the nineteenth century. It is on the south side of Route 202 and is approximately 1,000 feet west of Bennett Road.

Alfred Comprehensive Plan, Volume 2: Data Inventory

Granite from the quarry was used to build the Parsons Memorial Library in 1903. Some was also shipped to Washington, D.C. for the construction of government buildings.

Today, the quarry is owned by the Genest Concrete Company and is no longer in use. The company allowed it to be opened temporarily for obtaining granite used for the War Memorial on the Alfred Town Green. The memorial was dedicated in 1986.

#### Threats To Historic And Archaeological Resources

Growth and development, increasing traffic volume, and the lack of specific ordinances to protect the Historic District threaten Alfred's historic resources.

### ***Existing Measures To Protect Historic Resources***

Alfred zoning ordinances give some protection to the Village and Center Village District Historic Resources.

On June 24, 1987 the townspeople rejected a design review ordinance that would have regulated building and improvements in the Historic District.

### ***Summary***

1. The Alfred Historic District contains 48 homes and buildings that were included in the National Register of Historic Places on April 28, 1983.
2. There are 45 homes in Alfred outside the Historic District that, with further research might qualify for nomination the National Register of Historic Places.
3. There are 53 cemeteries that were identified by John Cook.
4. Alfred has no identified prehistoric archaeological places.
5. The Maine Historic Preservation Commission has identified three historic archaeological places: all pottery sites.
6. Growth and development, increasing traffic volume, and a lack of specific ordinances to protect the integrity of the Historic District, threaten the town's historic resources.

## CHAPTER 12: LAND USE

An inventory of current land use helps identify past trends, areas of incompatible land uses, and areas where future growth is most likely to occur. The inventory provides information on existing land use ordinances and is a basis for the goals and policies that will govern future land use ordinances.

This section includes the land use data necessary for developing a land use plan that will promote orderly growth while preserving rural character. The information is useful in planning for the efficient use of public facilities and services and ensuring the compatibility of adjacent land uses.

Alfred covers an area of 18,000 acres (29 square miles). The town is slightly more than 13 miles long, from its southeastern tip in the coastal plain to the northwest tip where the inland hilly section begins. It is 4 miles wide in the middle.

The topography, terrain features, elevations, and geological characteristics are discussed in Chapter 1, "Physical Setting." Hydrology, aquifers and wetlands are discussed in Chapter 8, "Water Resources" and Chapter 9 "Critical Natural Resources." Soils are covered in Chapter 10 "Agricultural and Forest Resources."

The primary type of land use in Alfred is single-family housing. Homes are distributed evenly over the town; denser concentrations occur in the village, Littlefield Mills, and several scattered subdivisions. Commercial uses are located almost exclusively along arterial highways: Routes 4, 4A, 111 and 202.

The undeveloped portion of the town is forest, open space, and agricultural acreage. The land supports several orchards and other agricultural and forestry uses. It also has open spaces and the scenic vistas that contribute to Alfred's rural character. The scenic areas are discussed in Chapter 9, "Critical Natural Resources."

### ***Historical Perspective***

According to *The History of Alfred*, by Dr. Usher Parsons, published in 1876, the existing Indian trails in the mid-18th century provided the early framework for the town's road system. The waterways influenced where the earliest settlements occurred. The lumber industry was the earliest commercial activity and it continued into the 20th century. Many saw mills were built along the rivers and streams. The clearing of the land made it available for settlement and farming. The Shaker Community owned 1,000 acres that, for 150 years, were used for agriculture.

Alfred Comprehensive Plan, Volume 2: Data Inventory

Farming continued to be an important land use throughout most of Alfred's history. Over the past twenty years, commercial agriculture, including apple orchards, has gradually declined in importance.

Alfred's designation as York County Seat in 1806 strongly influenced land use patterns in the village area. During the 19th century, lawyers and professionals built homes in the village, where they could live near the seat of county government. This stimulated commerce and land uses needed for providing goods and services to the professional community.

The railroad came to Alfred in 1864. This influenced the pattern of residential land use in the village. The pattern has changed very little over the last 150 years, and is the basis for the Alfred Historic District.

The growth of the past two decades has caused an increase in single-family residential land uses. The new homes are distributed along most of the town's roads. Acreage suitable for agricultural land uses have been subdivided for these single-family homes. During the past decade, increasing numbers of homeowners have been applying for home-occupation conditional use permits.

The first Zoning Ordinance was introduced in 1973. Later, the 1983 Zoning Ordinance and its subsequent revisions provided a basis for maintaining the goals and policies of the 1983 Comprehensive Plan. The ordinance has been revised and amended several times. The last major revision was the 1999 Alfred Zoning Ordinance. Table 12-1 shows the seven zoning districts defined in the 1999 ordinance.

Table 12-1. Alfred Zoning Districts:

1. Center Village District
2. Village District
3. Commercial District
4. Rural Residential District
5. Round Pond Watershed Protection District
6. Resource Protection District
7. Shoreland District

### ***Existing Land Uses***

Table 12-2 shows the types of land use in 2002 and the number of acres used for each category. According to the 1990 Bureau of Taxation and the State Data Almanac, the total acres in Alfred are

Alfred Comprehensive Plan, Volume 2: Data Inventory

18,600. As better mapping and data gathering methods have improved, the total acreage is closer to 18,100 acres.

Table 12-2. Land Use by Acreage and by Number of Lots, with Percentage Distribution

Type of	1990	2002	1990	2002	1990	2002	1990	2002
Land Use	Number	Number	% of	% of	Number	Number	% of	% of
	of Acres	of Acres	Total Acres	Total Acres	of Parcels	of Parcels	Total	Total
Residential	6,013.81	6,215.38	32.75%	34.40%	763	909	60.75%	69.55%
Commercial	636.52	633.87	3.47%	3.51%	58	50	4.62%	3.83%
Institutional	32.02	137.581	0.17%	0.76%	24	27	1.91%	2.07%
Parks/Recreation	10.79	8.72	0.06%	0.05%	3	3	0.24%	0.23%
Extractive	389.6	336.285	2.12%	1.86%	5	2	0.40%	0.15%
Undeveloped	10,492.23	9,930.36	57.14%	54.96%	403	316	32.09%	24.18%
State & Town Roads*	292	310.91	1.59%	1.72%	-	-	-	-
Surface Waters*	496.6	496.6	2.70%	2.75%	-	-	-	-
Totals:*	18,363.57	18,069.70			1,256	1,307		

\*Estimates From Town Records

**NOTE:** Calculated acreage for each type of land use is based on residential use. For example, there were 18 properties (1,181.83 acres) that were primarily residential but most of the land was listed in tree growth; however, the entire acreage was included in the residential total. Table 12-3 shows 2002 land uses in Alfred by percentage of the total 2002 Town Valuation.

Table 12-3. Distribution of Land Uses, By Percentage of State Valuation

Type Of Land Use	% Of State Valuation	
	1990	2002
Residential	67.10%	76.75%
Undeveloped Land	21.28%	7.03%
Commercial	7.01%	7.40%
Electric Utilities	3.02%	3.03%
Tree Growth Tax Law	1.51%	4.52%
Farm Land, Open Space Tax Law	1.10%	1.28%

Source: Town Tax Records

A review of the land use database that was derived from a 2002 analysis of town property records revealed that there were 1,307 parcels.

Residential parcels increased by 146 or 19%. The parcels of 10 acres or more decreased from 123 to 118, which was a 4% decline. The parcels of land supporting mobile homes increased from 279

Alfred Comprehensive Plan, Volume 2: Data Inventory

to 293 resulting in 5% increase There was an increase from 33% to 34.42% of Alfred's total acreage used for residences and a decrease from 57% to 54.99% of the undeveloped land.

A comparison of Table 12-2 (Land Use by Acres and Number of Lots) with Table 12-3 (Distribution of Land Uses by Percentage of State Valuation), shows that residential land use accounts for one third of the town's acreage but three quarters of the town's total State Valuation. Undeveloped land accounts for over half the town's acreage, but has now fallen from one fifth to less than one tenth of the town's valuation. Commercial land use has remained the same 1:2 ratio of acreage to valuation as residential land use.

### ***Trends In Residential Land Use***

Between 1980 and 1989, the numbers of residential building permits issued in Alfred ranged from a high of 45 in 1981 to a low in 1989. The years in between remained fairly constant reflecting the recession in the real estate market during those years. Between 1996 and 2001 mobile homes became the most popular type of housing. Mobile home permits either exceeded standard/modular home building permits or matched standard/modular home permits issued in any given year.

Table 12-4 shows the twenty one-year trends in new residential building.

Table 12-4. Historical Building Permits

Year	Number of Permits	Year	Number of Permits
1980	13	1991	7
1981	45	1992	10
1982	25	1993	8
1983	21	1994	10
1984	27	1995	16
1985	25	1996	23
1986	24	1997	36
1987	38	1998	39
1988	18	1999	36
1989	11	2000	38
1990	7	2001	46

Source: Town Records

### ***Tax-Exempt Land Uses***

Alfred Comprehensive Plan, Volume 2: Data Inventory

As the County Seat, Alfred has a relatively large percentage of land uses that are tax exempt. There was an increase from 11.4% to 11.8% of the town's total area. Most of this tax-exempt land (82.5%) is the federally owned Massabesic Experimental Forest. When the Brothers of Christian Instruction property became taxable, 270 acres of farmland was reclassified from the tax-exempt taxable property. This loss was made up by increases in the town's acreage and county acreage. The assessed value of this tax-exempt land and buildings is \$15,558,810.00, which is 12.1% of the town's total assessed valuation. With construction of the new county correctional facility in 2001, York County government became the second largest tax-exempt entity. Table 12-5 shows tax-exempt acreage by the type of land use.

Table 12-5. Land Uses By Tax Exempt Status

Category Of Land Use	1989 Acres	2002 Acres	Change Acres
U.S. Forestry Service	1,753.75	1,753.75	0.00
State of Maine	8.13	13.13	5.00
Town of Alfred	13.16	85.811	72.65
Town Acquired Property	38.25	105.31	67.06
School (Sad #57)	27	25	-2.00
Churches	5.36	7.61	2.25
Brothers of Christian Instruction	270	0	-270.00
York County	11.48	124.38	112.90
Alfred Water District	0	28.11	28.11
Miscellaneous Organizations	0.25	0.25	0.00
Total:	2,126.38	2,143.35	16.97

Source: Town Records

## ***Summary***

1. The predominant type of land use in Alfred is single family home.
2. In 1989, undeveloped land accounted for 10,492 acres - 57% of the town's total land area whereas in 2002 it decreased to 9,930.36 - 54.99% a loss of 2.01%
3. The land use patterns in Alfred 150 years ago are very similar to the land use patterns in 1990, especially in the Center Village District.
4. There was a net increase of 17 acres of tax-exempt land in Alfred. This raises the total tax-exempt acreage to 11.8% of the town's total area.



5. The total commercial/industrial land use in 2002 was 3.5% (633.87 acres) of Alfred's total area and it has remained fairly constant.
6. Most of Alfred's commercial land uses are located along Routes 4, 111 and 202.

## CHAPTER 13: FISCAL CAPACITY

The fiscal capacity of a community is a key factor in its ability to accommodate growth while providing the facilities and services needed by the community. This section examines the current financial condition of Alfred and its ability to meet new growth.

### *Valuation*

Both the Town and the State calculate a community's property valuation annually. By State law, a revaluation needs to be conducted when a community's valuation drops below 70% of the State's valuation, which is typically adjusted to reflect market value. Due to a lack of in-house capabilities for market analyses, annual adjustments are not made on a town basis to property assessments to reflect true market values. As indicated in Table 13-1, Alfred's valuation has consistently been higher than that of the State's since 1993, the year Alfred last conducted a revaluation.

Table 13-1. State Valuation vs. Town Valuation

Year	State Valuation	Town Valuation	70% of State Valuation
1991	97,850,000	73,993,564	68,495,000
1992	104,100,000	74,543,991	72,870,000
1993	103,650,000	107,458,426	72,555,000
1994	97,150,000	108,113,418	68,005,000
1995	95,950,000	109,718,206	67,165,000
1996	97,600,000	111,824,038	68,320,000
1997	98,350,000	114,686,943	68,845,000
1998	102,050,000	113,872,060	71,435,000
1999	99,450,000	117,358,562	69,615,000
2000	107,700,000	121,290,376	75,390,000
2001	112,000,000	128,193,398	78,400,000
Change	+14%	+73%	

Source: Maine State Bureau of Taxation and Town of Alfred records

### *Tax Rate*

At the beginning of the decade, Alfred's tax rate was 16.50 per thousand. Eleven years later, it had dropped to 12.50. Leading to this drop was the revaluation in 1993, which resulted in an assessed valuation increase of 44%. From 1993 to 2001, the assessed valuation rose to over \$128 million, an 11% increase. Increased construction that Alfred shares with the rest of York County accounted for the majority of the increase. The natural increase of the assessed valuation during the last half of the decade

helped hold as well as lower the annual tax rate. Table 13-2 shows the history of Alfred's assessed valuation and the tax rate from 1990 through 2001.

Table 13-2. Historic Tax Rate 1990-2001

Year	Valuation	% Change	Tax Rate	% Change
1990	71,535,187		16.50	
1991	73,993,564	3.4%	16.50	0.0%
1992	74,543,991	0.7%	16.50	0.0%
1993	107,458,426	44.2%	12.40	-24.8%
1994	108,113,418	0.6%	12.65	2.0%
1995	109,718,206	1.5%	13.50	6.7%
1996	111,824,038	1.9%	13.50	0.0%
1997	114,686,943	2.6%	13.50	0.0%
1998	113,872,060	-0.7%	13.50	0.0%
1999	117,358,562	3.1%	13.00	-3.7%
2000	121,290,376	3.4%	12.50	-3.8%
2001	128,193,398	5.7%	12.50	0.0%

Source: Town of Alfred records

### ***Equalized Tax Rate***

Table 13-3. Equalized Tax Rate Trends, 1990-2000

Tax Commitment Year	Tax Commitment	Equalized Tax Rate	Population	Equalized Tax Rate/Capita
1990	1,180,331	15.95	2,238	.00713
1991	1,220,894	16.38	2,245	.00730
1992	1,229,976	11.45	2,258	.00507
1993	1,332,484	12.32	2,262	.00545
1994	1,367,635	12.46	2,273	.00548
1995	1,481,196	13.25	2,295	.00577
1996	1,509,625	13.16	2,319	.00568
1997	1,548,274	13.60	2,350	.00579
1998	1,537,273	13.10	2,387	.00549
1999	1,525,661	12.58	2,428	.00518
2000	1,516,130	11.83	2,497	.00474

Source: Town of Alfred records, US Census

### ***Expenditures***

Table 13-4 shows the town's expenditures, by category, from 1991 to 2000. To illustrate the data in terms of constant dollars, the totals are adjusted for inflation using 2000 dollars.

Table 13-4. Municipal Government Expenditures

	1991	1992	1993	1994	1995
General Operations	188,365	168,130	172,225	185,879	210,149
Public Safety	65,751	75,003	81,198	82,226	99,606
Fire Trucks				62,374	99,877
Ambulance					
Public Safety Building				198,742	
Public Works	240,206	225,771	246,638	233,965	289,374
Health & Sanitation	105,294	106,543	115,377	126,282	132,462
Brush Dump Closure				123,625	1,375
Welfare	48,910	33,969	22,812	9,559	10,987
Community Service	12,600	9,733	9,733	9,708	11,732
Library	9,000	9,000	12,000	13,383	19,081
Parks & Recreation	12,089	8,186	7,613	28,179	9,605
Schools	830,779	850,945	875,352	953,611	981,701
County Taxes	33,462	35,306	42,356	37,773	38,106
Debts & Interest	25,695	1,896	1,854	15,000	73,445
Other	8,188	68,006	93,288	59,337	45,292
<b>Total</b>	<b>1,580,339</b>	<b>1,592,488</b>	<b>1,680,446</b>	<b>2,139,643</b>	<b>2,022,792</b>
<b>Adjusted to 2000 dollars</b>	<b>2,008,103</b>	<b>1,941,977</b>	<b>1,989,552</b>	<b>2,459,432</b>	<b>2,266,196</b>

	1996	1997	1998	1999	2000
<b>General Operations</b>	213,571	236,184	250,763	266,610	274,461
<b>Public Safety</b>	75,892	80,402	97,404	94,261	110,019
Fire Trucks					
Ambulance			95,600		
Public Safety Building					
Public Works	311,922	307,326	310,612	332,540	352,134
Health & Sanitation	180,004	132,723	113,841	125,013	138,799
Brush Dump Closure					
Welfare	8,712	12,130	11,677	14,820	17,317
Community Service	12,920	14,270	13,500	13,200	13,000
Library	19,814	25,955	24,615	31,953	33,544
Parks & Recreation	13,893	20,811	22,656	25,704	37,983
Schools	1,007,322	1,073,627	1,131,064	1,123,620	1,088,343
County Taxes	42,268	42,755	48,110	45,775	46,892
Debts & Interest	77,826	122,076	43,756	64,336	24,640
Other	34,193		22,698	1,331	291,038
<b>Total</b>	<b>1,998,337</b>	<b>2,068,259</b>	<b>2,186,296</b>	<b>2,139,163</b>	<b>2,428,170</b>
<b>Adjusted to 2000 dollars</b>	<b>2,184,193</b>	<b>2,194,775</b>	<b>2,281,251</b>	<b>2,196,920</b>	<b>2,428,170</b>

Source: Town Annual Reports, Town Audits

Table 13-5 shows trends in expenditures from 1991 to 2000 ranked from the category with the greatest percentage increase to the one with the least. The values for 1991 have been adjusted to 2000 dollars. The three categories showing the greatest percentage increase in expenditures were the categories Other; Library; and Parks & Recreation. The three lowest categories, whose expenditures actually decreased, were Welfare; Debts & Interest; and Community Service.

Table 13-5. Percent Change In Expenditures, by Category, 1991-2000 Adjusted to 2000 Dollars

Category	1991	2000	% Change
Other	10,404	291,038	2697.4%
Library	11,436	33,544	193.3%
Parks & Recreation	15,361	37,983	147.3%
Public Safety	83,548	110,019	31.7%
Public Works	305,225	352,134	15.4%
General Operations	239,351	274,461	14.7%
County Taxes	42,519	46,892	10.3%
Health & Sanitation	133,795	138,799	3.7%
Schools	1,055,653	1,088,343	3.1%
Community Service	16,011	13,000	-18.8%
Debts & Interest	32,650	24,640	-24.5%
Welfare	62,149	17,317	-72.1%

## REVENUES

Table 13-6 illustrates the distribution of revenue from various revenue sources in 2000. Alfred receives revenue primarily from real estate and personal property taxes assessed to property owners, governmental funding, and excise taxes paid by owners of motor vehicles.

Table 13-6. Municipal Revenue Sources, 2000

Item	Actual Revenues*	% Of Total
Property Taxes	1,554,001	65.5%
Excise Taxes	347,270	14.6%
Town Fees/Miscellaneous	57,575	2.4%
Governmental Sources	309,744	13.0%
Interest Earned	103,426	4.4%
Other Sources	1,723	0.1%
Total	2,373,739	100%

\*Does not include Tax Anticipation Loan or Performance Bond

Source: Town Treasurer

As indicated in Table 13-7, the total adjusted annual revenues from all sources, not including Tax Anticipation loans (TAN), increased from \$1,842,438 in 1991 to \$2,373,739 in 2000 – a 29% increase. This is an average annual increase of 3.2%.

Alfred Comprehensive Plan, Volume 2: Data Inventory

Table 13-7. Municipal Revenue Trends 1990-2000

	1991	1992	1993	1994	1995
Property	1,193,230	1,258,991	1,341,842	1,347,247	1,494,542
Excise	160,621	156,926	163,672	199,537	207,040
Town Fees/Misc.	7,470	13,834	26,506	42,656	45,410
Intergovernmental	217,925	207,842	182,675	185,357	178,888
Interest Earned	82,532	23,077	25,737	38,773	47,605
Other Sources	30,660	35,435	63,296	36,268	37,744
Grants	150,000				
<b>TOTAL without TAN</b>	<b>1,842,438</b>	<b>1,696,105</b>	<b>1,803,728</b>	<b>1,849,838</b>	<b>2,011,229</b>
Tax Anticipation Loans	500,000	200,000	200,000		
Property	1,479,905	1,569,944	1,570,398	1,569,535	1,554,001
Excise	221,368	249,228	261,048	293,933	347,270
Town Fees/Misc	50,357	37,441	55,599	50,492	57,575
InterGovernmental	217,941	304,454	301,033	306,830	309,744
Interest Earned	42,762	47,776	54,408	49,907	103,426
Other Sources	6,698		3,967	1,380	1,723
Grants					
<b>TOTAL without TAN</b>	<b>2,019,031</b>	<b>2,208,843</b>	<b>2,246,453</b>	<b>2,272,077</b>	<b>2,373,739</b>
Tax Anticipation Loans					

Source: Town Annual Reports, Town Audits

## ***MUNICIPAL DEBT***

Bills for property taxes are sent to town residents once a year. To pay for town services, tax anticipation loans have been necessary. The loan proceeds are placed in an interest bearing cash management account. In 1991, 1992, and 1993, Alfred took out Tax Anticipation Loans. In 1991, the loan amount was \$500,000. In 1992 and 1993, the loan amounts were \$200,000 each year.

In 2000, the debt and interest expense was \$24,640. In 1991, the debt and interest expense was \$25,695. When the 1991 expenditure is adjusted for inflation and expressed in terms of 2000 dollars, the cost to the town of debt and interest decreased by 24%.

Table 13-8 indicates the current outstanding balance of debt owed.

Table 13-8. Bonds and Loans – 2001

	Maturity Date	Balance as of 12/31/01
2000 Fire Truck Bond	December 11, 2003	66,666.00
1998 Ambulance Bond	2001	0.00

Source: 2001 Annual Report, Treasurer's Report

Alfred has a Standard & Poors Bond Rating of A- as of 2002.

The Maine Municipal Bond Bank uses a number of indicators to evaluate a community's credit. These are informal guidelines, not policy.

- A community's outstanding principal should not exceed 15% of the State's valuation for that community. In 2001, Alfred's State Valuation of taxable land, buildings and personal property was \$112 million. At 15%, Alfred's debt limit in 2001 would be \$16.8 million.
- The per capita debt of a community should not exceed \$400 - \$500. The US Census in 2000 counted 2,497 people in Alfred. With only \$66,666 of outstanding principle, the per capita debt is less than \$27.
- The town should be experiencing growth in assessed valuation, which Alfred has.

### ***Capital Improvement Program***

Alfred has a capital investment plan, see Volume 3.

### ***Summary***

1. Alfred's Tax Rate has remained fairly stable over the past ten years. In 1993, it dropped 24% as the result of the revaluation.
2. The last town valuation was in 1993. In 1993, a "Factor Year," assessed valuation increased by 44.2%.
3. The town does not have an ordinance limiting the annual percentage increase in the tax rate.
4. The town does have a Capital Investment Plan. There are reserve funds for capital improvements.
5. The town does not have in-house capabilities to do market analyses to determine the current market value at which property is assessed. Annual adjustments are not made to keep assessed values current with market values.

Alfred Comprehensive Plan, Volume 2: Data Inventory



6. The percentage increase in expenditures between 1990 through 2000 was greatest for Other, Library and Parks & Recreation.
7. From 1990 to 2000, adjusted expenditures increased 21% while adjusted revenues increased by 29%.
8. In 2001, residential property accounted for 73% of Alfred's State Valuation. The amount of residential property, as a percentage of the State Valuation, has increased annually from 14% in 1991 to 73% in 2001.
9. Alfred has 2,143 acres of Tax Exempt Land, which is 11.7% of the town's 18,350 acres. The assessed value of this tax-exempt land and buildings is \$15,558,810.00, which is 12.1% of the town's total assessed valuation. Completion of the new county facilities will further increase this percentage. (See Chapter 12, "Land Use.")
10. In 2000, Alfred had no Tax Anticipation Notes. (A "TAN" is a short-term note to pay for town operations while awaiting payment of property taxes.) TANs have not been used since the early 1990's.
11. Alfred has a A- bond rating.
12. Alfred bills for property taxes once a year and offers a Tax Club to tax payers who wish to pay taxes monthly.

## CHAPTER 14: THE SUMMARY AND ANALYSIS

This chapter summarizes the major findings of the inventory and analysis volume of the plan. It includes background information on Alfred's population, economy, housing, land use and development, public facilities and services, recreation, roads and transportation, fiscal capacity, and natural and cultural resources -- as well as an assessment of related issues and the planning implications of this information.

### *Population*

#### **Summary of Inventory and Analysis**

1. Alfred's population has doubled in the last three decades. From 1970 to 2000, the town's population grew more than it had in the century prior to 1970.
2. The greatest numerical and greatest rate of growth occurred between 1970 and 1980.
3. In the 1990s, growth is due to *net in-migration*; as there have been more deaths than births resulting in a *natural decrease*.
4. Except for Sanford, Alfred's growth rate was lower than all of its immediate neighbors.
5. From 1970 to 2000, census figures indicate an increase in the median age for Alfred residents. In 1990, people over 65 represented 15% of the population, up from 10% in 1980. Projections through 2010 indicate an increase in the median age.
6. A seasonal population fluctuation of approximately 18% due to summer residents is less than that of surrounding towns.
7. Using projections based on the SMRPC 1998 Population Estimate and growth trends of the 1990s, Alfred's population is projected to increase 9% by 2005 and 13% by 2015, substantially slower growth than projected by the 1991 Comprehensive Plan.
8. In 1990 the average household size in Alfred was 2.61 persons. By the year 2000 the average household size had decreased to 2.26 persons reflecting a ten-year decline of 13%.

## **Chapter 14: The Summary and Analysis**

9. The data in the population chapter relies on the latest numbers available and from 2000 U.S. Census. Estimates and projections are based on historical trends of the U.S. Census figures up to the year 2000.

### **Planning Implications and Other Issues**

1. The most obvious implication of Alfred's growing population during the planning period will be an increased demand for housing, services and facilities and increased impacts on roads and traffic, natural resources and the town's overall fiscal situation.
2. The growing number of senior residents will increase demand for more elderly services and for alternatives to large single-family housing.
3. The continued reduction in the average household size will also step up the demand for smaller housing types thereby increasing the need for more housing units to accommodate the same population.

### ***Economy***

### **Summary of Inventory and Analysis**

1. The size of Alfred's work force increased 8% from 1992 to 2002 while unemployment dropped slightly.
2. The percentage of people in the work force will continue to increase at a modest pace. As Alfred's senior population grows there should be a slower reduction in the workforce because they will continue to work.
3. Alfred's local economy is relatively diverse, with of a number of smaller firms that are primarily retail and service-oriented. There is no one major employer.
4. In 1990, there were 76 businesses in Alfred. In 2002, the number of businesses increased by 9.5 % to 84.
5. The town's only real heavy industry is concrete products. There are also a number of paving contractors, sand and gravel extraction operations, and small metal fabrication shops.
6. Just over 11.5% of the town's 2002 State valuation are commercial land and buildings, and only 3.5% of the town's land are used for commercial uses.

## **Chapter 14: The Summary and Analysis**

7. Alfred's residents' economic growth is closely tied to the regional economy, with a substantial part of the workforce employed outside the town.
8. The county facilities located in Alfred make it a major regional employer. The county correctional facilities were outgrown and a new facility is being constructed. Construction should be completed in the fall of 2003.
9. Most residents continue to work in manufacturing, professional and service jobs. From 1990 to 2000, there were declines in the farming / fishing / forestry and construction sectors while positions in service / sales/ office environments increased. Management, professionals and service positions are now the largest single job category.
10. Alfred's per capita income has kept pace with the subregion. The per capita income increased 34% from 1989 to 2000. However, the percentage of households below the poverty level has increased in Alfred, but declined in York County. The 2000 median household income for rural York County increased 26% but Alfred's only increased 22%.
11. Alfred's unemployment rate is slightly higher than most towns in subregion (5.2%).
12. The importance of agriculture and forestry, as a part of the town's economy, has diminished since World War II. Apple orchards remain the most important resource-based enterprise, but their importance will decline in the future.

### **Planning Implications and Other Issues**

1. Alfred's economic condition during the 2000s will be largely determined by the economic health of the region, particularly towns within a 30-mile radius of Alfred.
2. Resource-based enterprises in Alfred will probably continue to decline in the 2000s until they are non-existent. Regional and national economic trends shift will have to change drastically to prevent this.
3. Beside agricultural and forestry activities, survey respondents were most supportive of small industry in Alfred. Eighty four percent (84%) opposed large industry and they didn't want an industrial park.
4. Existing commercial uses provide only a small percentage of local tax revenues, but this is typical of neighboring towns, except Sanford.
5. The aging of the baby boom population could increase the demand for services without adding to economic growth of the town. For example, our survey showed people wanted more seniors housing but were not in favor of low-income housing.

## **Chapter 14: The Summary and Analysis**

### ***Housing***

#### **Summary of Inventory and Analysis**

1. Most of Alfred's housing is comprised of stick-built, single-family homes, which in 1999 amounted to 71% of the total.
2. Mobile homes, as a percentage of total housing stock, rose from 23% in 1989 to 27% in 1999. The numerical increase in mobile homes during this planning period was from 213 to 299. The anticipated completion of the expansion of Keywood Manor will significantly increase the number of mobile homes in Alfred. The proposed completion date is in 2002.
3. Between 1989 and 1999, the number of multi-family structures decreased 79%. The number of multi-family homes went from 89 in 1989 to 19 in 1999. During the ten-year period, the percentage of multifamily structures decreased to 6% of the total housing stock.
4. In 2000, the total numbers of housing units in Alfred were as follows: year round units – 996, seasonal units – 75, vacant units - 32 for a total of 1,103 housing units. Of these 173 were renter occupied.
5. Alfred has a lower percentage of seasonal units than its neighbors.
6. Homes in Alfred are generally well cared for. In a field survey done in 1990, it was indicated that less than 1% of the housing in town was considered substandard.
7. During the early 1990's, housing prices declined as the national recession took its toll on the local economy. In the past few years, housing prices have again started to climb dramatically.
8. In 1998, the Federal Department of Housing and Urban Development published a median household income of \$42,200 for the non-metropolitan portion of York County. Of the 16 homes sold during this time period, (eight months of 1998) all of them were sold at a price affordable to families at 150% of the median income. A family at 80% of the median income could have afforded 4 of the 16 homes, or 25%.

#### **Planning Implication and Other Issues**

1. Using a population estimate of 3,287 for the year 2010, a total of 1,453 housing units would be needed -- an additional 350 units over the current 2000 census.
2. Current sales of new homes indicated that the median sales price of a home in Alfred is \$98,500 and the median sales price of a home in Alfred is \$104,000. At this level, neither low income nor moderate income residents can afford homes presently being sold in Alfred. Using

Alfred Comprehensive Plan, Volume 2: Data Inventory

## **Chapter 14: The Summary and Analysis**

the Federal Department of Housing and Urban Developments' published 1998 median family income of \$42,200, a family earning 80% of median (\$33,760) can afford a \$75,000 home. A family earning 150% of the median income (\$63,300) can afford a \$175,000 home.

3. During the past 10 years, only 19 multi-family dwelling units were constructed in Alfred. As the current trend in housing affordability continues, the need for other types of affordable housing will need to be addressed.
4. Alfred's existing zoning standards, which generally require multi-family units to meet minimum lot size requirements for each unit proposed, make development of this housing type extremely difficult.
5. Accessory apartments, a viable housing option for aging relatives, are allowed by the existing zoning provisions.
6. A large number of new manufactured housing units have been constructed in the Keywood Manor mobile home park in the past five years. Though price data is publicly not available for these units, it is generally assumed that these units are "affordable." Because these units are available only to senior residents 55 years old and older, they do not create a strain on municipal services (e.g.: schools)

### ***Land Use And Development***

#### **Summary of Inventory and Analysis**

1. Alfred covers an area of 18,000 acres or about 29 square miles.
2. Alfred's land has a considerable number of environmental constraints, particularly poor soils and slopes, thus making development difficult or impossible in large areas of town.
3. The two largest uses of land in Alfred are residential uses (single-family dwellings) and vacant land.
4. In 2002, undeveloped land declined 5.4% to 9,930 acres, which is just over 55% of the town's total land area.
5. Residential use continues to comprise 76% of the developed land.
6. The total parcels in town devoted to commercial or industrial uses dropped from 5% to 4.6%.

## **Chapter 14: The Summary and Analysis**

7. A relatively dense concentration of residential, commercial and institutional uses occurs in the village; otherwise residential and commercial uses are scattered throughout the town, along town and state roads.
8. From 1991 to 2001, building permits have fluctuated between 7 to 46 permits per year. In the last five years (1997 to 2001) the town averaged 39 permits a year. This has exceeded any previous 5-year rolling average by 15 permits a year.
9. Almost all development during the past 10 years occurred outside the village along existing roads. No significant development of new town roads has occurred, however, private roads have increased.
10. Recent commercial growth has occurred along the Route 4, 202 and 111 corridors and is mostly service-oriented businesses.
11. Home occupations have been stable in the town during 1990 to 2000.
12. Agriculture and forestry-related activities are declining. Lavalley Lumber has sold its large tracts of land in the town, which are currently being harvested and developed. Commercial apple production is diminished. The amount of land devoted to other agricultural uses is changing.
13. The town's existing zoning ordinance now designates seven districts instead of five. A Commercial District and Round Pond Watershed Protection District were added. The General Purpose district was changed to Rural Residential District. The Center Village, Village, Resource Protection and Shoreland Districts remain the same. The Rural Residential District now encompasses much of the town's rural areas, and is the largest district. This district requires 3-acre lots, 360-foot road frontages and allows most types of land uses as either permitted or conditional uses.

### **Planning Implication and Other Issues**

1. Most recent development is occurring in a scattered pattern throughout town, along existing roadways. With the availability of new forest and agricultural lands for development, adjustments need to be made in the town's land use provisions or this pattern will probably continue.
2. Continued loss of open space and the effects of sprawl in the rural area will eventually lead to loss of the town's rural character. 58% of the survey respondents indicated that the town's rural or small town atmosphere was a major reason why they chose to live in Alfred. Besides eroding the town's rural character, sprawl development will be costly to Alfred.
3. Until existing roads are "stripped out" with lots every few hundred feet, there are no incentives for the construction of new internal roads in the Center Village and Village areas.

Alfred Comprehensive Plan, Volume 2: Data Inventory

## **Chapter 14: The Summary and Analysis**

4. The loss of agricultural and forestland should encourage the town to pursue policies that keep remaining resource-based activities viable. These uses keep large amounts of land open and often require little in the way of municipal services.
5. Promoting selected well-designed and buffered developments on the village periphery would help keep new housing near good roads and existing services and help preserve rural areas of town.
6. Some commercial "strip" development has occurred along arterial roads, and this development pattern is likely to continue in the future, unless the town adopts measures to discourage it.

### ***Public Facilities***

#### **Summary of Inventory and Analysis**

1. The town built a public safety building in 1994, located on Kennebunk Road, which adequately houses the Fire Department and the Rescue Department vehicles and equipment as well as provides room for future expansion.
2. In addition to the central fire station, Shapleigh's Ross Corner Fire Company provides fire protection to the town's most northern section. Alfred provides financial support to the Ross Corner Fire Company and has mutual aid arrangements with area towns.
3. The purchase of a fire truck (replacing two vehicles) resulted in the need to replace only one of the three remaining fire safety vehicles.
4. A combination of paid full-time department personnel and volunteers provide rescue service to accommodate the town's population increases, new county facilities, and the ability to adequately respond to rescue calls.
5. The York County Sheriff's department and the State Police provide law enforcement services.
6. The town's solid waste disposal continues to moderately increase in volume as the population increases.
7. A new transfer station is presently under construction and will be operational in September 2002. This new 35-acre site should be adequate for future storage of scrap metal, white goods, demolition debris, clean wood, brush, tires and recycling.
8. The town's voluntary recycling program continues to improve, however, the proper disposal of "hazardous waste" is critical issue for the community to address.



## **Chapter 14: The Summary and Analysis**

9. The Alfred Water Company is now operating as a Water District of the town and serves 273 households. The trustees of the water district have initiated improvements to the water system, which should be completed in 2002.
10. Alfred does not have a public sewerage disposal system. Residents rely on individual subsurface wastewater disposal systems.
11. Alfred is part of School Administrative District (SAD) 57. The District schools serving Alfred are the Alfred Elementary School, Massabesic Junior High School, and the Massabesic High School.
12. Due to overcrowded conditions at the Massabesic Junior High School, SAD 57 is presently seeking funding and a suitable location for a new Junior High School.
13. The Parsons Memorial Library continues its limited open hours. With private funds, it underwent an expansion in 1993 to and increasing the operating area to 2600 square feet.

### **Planning Implications and Other Issues**

1. Growing population has already increased the demand for town services, particularly in emergency responses of the Alfred rescue to the southernmost part of Alfred. Fire protection is also a key concern in this area.
2. The location and nature of the town's future growth will also affect public facility and service needs. Continued residential development in outlying areas will mean the town will spend more to provide services than if development takes place closer to the village area.
3. Capital improvements need to be addressed during the planning period for replacement of some of the existing fire equipment.
4. Maintaining an adequate level of volunteerism will become even more of a challenge as training requirements and service calls increase during the planning period.
5. Fire and rescue needs during the planning period can be met if the town invests in needed capital improvements and if an adequate level of volunteerism can be maintained. A branch fire station may be required, but a more regional approach to fire and rescue needs such as mutually supported branch fire stations should be considered for the future.
6. The town's present law enforcement arrangement is felt to be adequate for the planning period. As population increases, a "Contract Deputy Program" should be considered in the future.
7. Solid waste issues that need to be addressed during the planning period; continued rising costs for the disposal of solid waste, illegal dumping, disposal of tires, white goods and especially disposal of household hazardous materials.

Alfred Comprehensive Plan, Volume 2: Data Inventory

## **Chapter 14: The Summary and Analysis**

8. The possibility of extending the water and sewer lines from South Sanford to serve existing and proposed facilities should be considered.
9. Continued monitoring of large engineered septic systems by their owners is needed to ensure that these systems are not malfunctioning.
10. A number of potential threats exist to the town's public water supply, which could cause contamination. The Alfred Water District's wellhead, located beside Round Pond, is adjacent to an old landfill and taps into a high-yield aquifer over which significant development has occurred. The septic system for the County Jail is within the watershed of Round Pond.
11. The Alfred Water District will continue to face the issues of an aging distribution system and federal and state mandates regarding water quality protection.
12. School districting somewhat insulates the town from budgeting decisions; however, the town's growth policies will affect educational costs. Better coordination between the town's Capital Investment Plan and the school district's planning activities might help the town in anticipating major cost increases.
13. The growing population and the growing complexity of municipal affairs will put strains on Alfred's system of part-time government and administration. The town may need to evaluate the adequacy of governmental and administrative practices in providing sound management of the town.
14. The present Town Hall is felt to be inadequate to house town government and services during the planning period. It is interesting to note that there is no mention in Capital Investment Plan Volume 3 to rectify this problem.
15. The library appears to meet local demands, however, hours might be increased and additional public support could be solicited.

### ***Recreation***

#### **Summary of Inventory and Analysis**

1. Alfred's recreation opportunities are provided mainly by the town's 10-acre recreation area, the facilities of the Alfred Elementary School, the town's public library, a privately run campground, and undeveloped land that provides multiple outdoors uses.
2. Several recreational facilities are available through the Brothers of Christian Instruction on a lease basis.

Alfred Comprehensive Plan, Volume 2: Data Inventory

## **Chapter 14: The Summary and Analysis**

3. There are 30 miles of snowmobile trails maintained by the Shaker Valley Snow Travelers Club. These trails are open to the public for snowmobiling and cross-country skiing.
4. The Massabesic Experimental Forest, owned and operated by the U.S. Forest Service, is used for a variety of outdoor activities, including hunting, snowmobiling and newly marked trails for hiking.
5. The privately run Walnut Grove campground has 93 campsites and offers a range of indoor and outdoor recreation.
6. Alfred has no public access to its principal surface waters for fishing, boating and swimming.
7. Alfred residents do take advantage of public access points on Bunganut Pond, other surface waters in the region and the seacoast.
8. The volunteers under the direction of the Parks and Recreation Committee manage Alfred's recreation programs.
9. Revenues for the Park and Recreation Committee come partially from town appropriations and the balance from user fees.

### **Planning Implications and Other Issues**

1. As with other town services, a growing population will increase demand for recreational facilities and services. Alfred's population profile during this time period suggests that more recreational programs could be geared to a middle-aged population. After the year 2010, there will be a growing need for programs for older residents.
2. Future growth will also mean that more open space areas will be developed and/or posted, leading to loss of some traditional recreational opportunities.
3. The town spends relatively little on recreation. Recreation facilities and programs receive little support when it comes to paying for increased services.
4. The town's lack of public access to its ponds and lake is an issue that will grow more acute as population increases and land prices continue to rise.
5. Other than lack of public access to its ponds and lakes, Alfred's existing recreational facilities and opportunities appear adequate to meet the basic recreational needs of the population during the planning period.
6. If the town is to undertake a more ambitious recreation program that goes beyond meeting basic needs, it will need considerable volunteer support, possible part-time staffing, funding with user fees and increased tax support.

Alfred Comprehensive Plan, Volume 2: Data Inventory

## Chapter 14: The Summary and Analysis

7. The Massabesic Experiment Forest is a valuable recreational asset that should not be taken for granted. The town should make sure that the National Forest Service continues its policy of allowing unrestricted public access.
8. By planning to secure and preserve public access to selected areas as development occurs, the town can help maintain traditional access to and use of undeveloped areas.

### *Transportation*

#### **Summary of Inventory and Analysis**

1. Alfred's transportation system consists chiefly of its roads and bridges. While the town has no mass transit program, York County Community Action Corporation (CCAC) provides limited transit services to all residents and additional specialized services to income-eligible individuals.
2. The town does not have any designated "park and ride" lots, but there are several locations in town where commuters meet to carpool.
3. The single abandoned railroad bed is now largely privately owned.
4. There is no sidewalk system in town and no public parking facilities, except those serving town and county administrative facilities.
5. There are 9.03 miles of state-maintained roads in town.
6. There are almost 41.6 miles of town-maintained road, of which 19.63 miles function as collector roads.
7. The state-maintained roads and bridges are in good to excellent condition.
8. Of the town-maintained roads, 10% have fair to poor pavement compared to 40% in 1991. (The Alfred Road Commissioner provided this information in 1998).
9. There are 14 publicly maintained bridges in Alfred. Of these, three are maintained solely by the town of Alfred, one jointly with the town of Sanford and the remaining ten by the MDOT.
10. Traffic counts and projections indicate that Alfred's arterial traffic volume will continue increase exponentially into the year 2010. Traffic volumes have increased by 14% between 1995 and 2000. One quarter of Alfred roadways are carrying more than their calculated capacity.
11. Studies of accident locations between the years of 1997 and 1999 indicate that there are two sections of roadway that have a high crash accident rating.

Alfred Comprehensive Plan, Volume 2: Data Inventory

## **Chapter 14: The Summary and Analysis**

### **Planning Implications and Other Issues**

Upon review of the transportation survey held at a public meeting in March 2002, the following important conclusions can be drawn.

1. Immediately improving all town roads to an acceptable standard is well beyond the financial capacity of the town. The town must assign priorities to road projects, according to their condition, their importance to the town's transportation network and the appropriateness of the surrounding area for future development.
2. Bridge and road reconstruction projects are well suited to a capital improvement planning process which prioritizes improvements, schedules the setting aside of capital reserves and identifies alternate funding sources.
3. New driveway openings along major arterials reduce the ability of these roads to carry traffic. Discouraging new driveways on arterial roads and encouraging new driveways on internal roads helps to preserve the primary function of arterial roads.
4. As traffic volumes increase on Route 202 and 4 through the village, there will be increased pressure for road widening, which could severely undermine the attractiveness and viability of this area. In its planning efforts the town needs to stay abreast of this issue and be ready to offer alternatives to the Maine Department of Transportation.
5. A pavement management system would promote improved road maintenance and provide a valuable tool for the Capital Improvement Committee.
6. Alfred residents are not interested in sharing rides. They are unwilling to expend funds if the expense was placed on the town. Therefore "park & ride" areas are not a viable solution to reducing the traffic load on Route 111.
7. There seems to be a consensus that there should be a traffic control light at the intersection of Kennebunk road and Route 111. There is presently a blinking red light at this intersection.
8. A flashing light, increased signs and defined crosswalks on Routes 202, 111 and 4 in the center village would add to the safety of pedestrian traffic.
9. Residents are strongly in favor of developing a road improvement maintenance plan to be used as a basis for a reserve fund for capital improvements of town maintained roads and bridges.
10. Bike paths and sidewalks or walking paths should be included in all new road construction or road renovations.

## **Chapter 14: The Summary and Analysis**

11. Subdivision developers should continue to bear the cost of sidewalk or walkway improvements to public roads.
12. Encourage regional public transportation to Biddeford and Sanford. Expand transportation schedules and awareness for residents who are handicapped or elderly.

### ***Fiscal Planning***

#### **Summary of Inventory and Analysis**

1. Alfred's Tax Rate has remained fairly stable over the past ten years. In 1993, it dropped 24% as the result of the revaluation.
2. The last town valuation was in 1993. During this "Factor Year," assessed valuation increased by 44.2%.
3. The town does not have an ordinance limiting the annual percentage increase in the tax rate.
4. The town has a Capital Investment Plan. There are reserve funds for capital improvements.
5. The town does not have in-house capabilities to do market analyses to determine the current market value at which property is assessed. Annual adjustments are not made to keep assessed values current with market values.
6. The percentage increase in expenditures between 1990 thru 2000 was greatest for Other, Library and Parks & Recreation.
7. From 1990 to 2000, adjusted expenditures increased 21% while adjusted revenues increased by 29%.
8. In 2001, residential property accounted for 73% of Alfred's State Valuation. The amount of residential property, as a percentage of the State Valuation, has increased annually from 14% in 1991 to 73% in 2001.
9. Alfred has 2,143 acres of Tax Exempt Land, which is 11.7% of the town's 18,350 acres. The assessed value of this tax-exempt land and buildings is \$15,558,810.00, which is 12.1% of the town's total assessed valuation. Completion of the New York County Jail will further increase this percentage. (See Chapter 12, "Land Use.")
10. In 2000, Alfred had no Tax Anticipation Notes. (A "TAN" is a short-term note to pay for town operations while awaiting payment of property taxes.) TANs have not been used since the early 1990's.
11. Alfred has a A- bond rating.

Alfred Comprehensive Plan, Volume 2: Data Inventory

## **Chapter 14: The Summary and Analysis**

12. Alfred bills for property taxes once a year and offers a Tax Club to taxpayers who wish to pay taxes monthly.

### **Planning Implications and Other Issues**

1. The overall fiscal condition of the town is good, solely based on its ability to fund immediate needs.
2. The town's fiscal condition weakens if one looks at the capital expenditure items that must be addressed during the next 10 years.
3. By planning for capital improvements and scheduling payments into reserve, the town can help avoid sudden increases in expenditures.
4. Even with capital improvement planning, it is unlikely that the town can fund all its capital improvement needs solely through local taxation. The town must look at alternate funding sources and toward long-term borrowing.

### ***Natural Resources***

#### **Surface and Groundwater**

#### **Summary of Inventory and Analysis**

1. Existing water quality of Alfred's lakes and ponds is generally good to excellent.
2. Under the Lake Vulnerability Index, Estes lake is rated as "extremely vulnerable," Shaker Pond, and Middle Branch Pond are rated as "highly vulnerable" to phosphorus pollution.
3. Discharges from the Sanford Wastewater treatment plant flow into Mousam River, which in turn, flows into Estes Lake.
4. The town's land area contributes to at least 10 watersheds. The watersheds of a number of lakes and ponds extend well outside the town's boundaries -- leaving Alfred with little control over development activities in these areas.
5. Alfred closed landfill and current transfer station, as well as the new County Jail abuts a high-yield aquifer and wellhead for Alfred Water Company.

## **Chapter 14: The Summary and Analysis**

6. The other high-yield aquifer at the southern edge of town extends into Lyman and Kennebunk and lies under Keywood Manor mobile home park.
7. A number of threats to Alfred's groundwater resources have been identified ranging from underground fuel storage tanks to high-density residential development. 298 potential threats have been identified.

### **Planning Implications and Other Issues**

1. There is considerable potential for deterioration of lake and pond water quality as a result of phosphorus-laden runoff from development, forestry and agricultural activities within watersheds.
2. Lakeside septic systems also pose a threat to surface water quality, especially older systems that are located quite close to the high water mark.
3. Although the town has not had problems with groundwater quality to date, there is considerable potential for contamination of the town's two high-yield sand and gravel aquifer areas.
4. There are no specific local measures protecting groundwater high-yield sand and gravel aquifers, monitoring of potential groundwater threats, or providing specific protection for the wellhead of the Alfred Water District.

### ***Other Natural Resources***

### **Summary of Inventory and Analysis**

1. Twenty-six wetlands in Alfred have been identified by the Maine Department of Inland Fisheries and Wildlife (IF&W).
2. Alfred has four wetlands rated as high-value by the Department of Inland Fisheries and Wildlife, three located in the Shaker Pond / Littlefield River areas and one on Hay Brook at the Stone Road bridge.
3. Alfred's two state-mapped deer wintering areas are rated as high-value. They are located within the Massabesic Experimental Forest and in north Alfred, south of Avery Road.
4. The IF&W rates Carlisle Brook as a high-value fishery; Estes Lake, Shaker Pond and Round Pond as moderate value.
5. Alfred's network of streams, wetlands and other water bodies provide wildlife habitat and travel corridors for the movement of deer, waterfowl, fish and other animals.

Alfred Comprehensive Plan, Volume 2: Data Inventory



## **Chapter 14: The Summary and Analysis**

6. Eleven different species of endangered plants have been identified in Alfred. No information is available on endangered animal species.
7. No scenic areas of state or regional significance have been identified in Alfred. Ten scenic areas of local significance have been identified.

### **Planning Implications and Other Issues**

1. Development activities can have a negative impact on adjacent wetlands, deer wintering areas, fisheries, other wildlife habitat, endangered species, and scenic views.
2. Agricultural and development activities in East Alfred and Waterboro could have a potentially negative impact on high-value wetlands in the Shaker Pond and Littlefield River areas.
3. High-density development in Sanford could have a potentially negative impact on a high-value wetland located on Hay Brook at Stone Road Bridge.
4. Existing ordinance provisions designate all inland wetlands one acre or larger as Resource Protection, and define buffer areas around wetlands as Shoreland Zones.
5. Limited local ordinances exist to require protection of deer wintering areas, endangered species or scenic views.
6. Agricultural and forestry resources are vulnerable to residential development, although over 30% of Alfred's forestland are included either in tree growth or in the Massabesic Experimental Forest.
7. No local measures protect farm, forestlands or prime soils for agriculture and forestry. The town's 3-acre minimum lot size in the Rural Residential District does not protect undeveloped areas from sprawl development.
8. The local and regional economies do not favor the continuation of farming. 658 acres of the town's agricultural lands are registered under the Maine State Farm and Open Space Law.
9. The Town should adopt a regional approach with abutting towns to preserve entire natural resource areas in multi-jurisdiction areas.

### ***Cultural Resources***

### **Summary of Inventory and Analysis**

Alfred Comprehensive Plan, Volume 2: Data Inventory

## **Chapter 14: The Summary and Analysis**

1. The Alfred Historical Committee and Historical Society has been the main force behind historic preservation in town.
2. The Alfred Historic District is located in the center of the village and is on the National Register of Historic Places. It is comprised of 48 buildings and was designated in 1983.
3. The Alfred Historical Society has identified 45 additional buildings of historic or architectural significance throughout the town; most would be eligible for the National Register.
4. The National Register designation does not protect a building from alteration or destruction, unless Federal monies are involved.
5. The Shaker Village located on Shaker Hill has at least eight surviving buildings of historic merit.
6. At least 53 cemeteries have been identified in town.
7. Alfred has no identified prehistoric archeological sites (prior to 1600)
8. Three historic (after 1600) archeological sites have been identified in Alfred (all are pottery sites). No professional survey has been conducted on these sites.
9. The Alfred Quarry, west of Bennett Road, is a historic archeological site of local significance.
10. The main threat to the Alfred Historic District is the increasing amount of traffic on Route 202 and Route 111 through the village. Any future widening of these roads to accommodate this traffic could significantly alter the character this district.
11. There are no local regulations protecting historic resources.

### **Planning Implications and Other Issues**

1. While the town's historic resources are considerable and the public opinion indicates strong support for preserving the town's historic buildings, a proposed design review ordinance for the center village was voted down at Town Meeting. Historic preservation might be better focused on non-regulatory approaches and thorough site plan review of new uses locating within the center village.
2. The town must stay abreast of MDOT's plans for future road widening in the village area.
3. While the town cannot afford to conduct detailed professional surveys on archeological sites as they are uncovered, appropriate measures for the protection of these sites should be included in any future development

VOLUME 2

APPENDIX A

NOTES AND REFERENCES

## Notes And References

### ***GOALS AND POLICIES IN LAND USE PLANNING***

#### Introduction

This section will serve as a guide for the Planning Board as it seeks to guide Alfred's future land use development. The goals are very broad; they are the constant reminder of what kind of community Alfred wishes to be. The land use policies are suggested means of achieving the broad goals. If the policies are not already being pursued, they will be incorporated into new or existing land use ordinances if the Town votes to implement them. Enactment of the Comprehensive Plan alone cannot implement them, because the Plan is not an enforceable ordinance.

It is important to remember that planning is categorized as a process not a final product. As Alfred grows and changes the Comprehensive Plan must also change.

#### **Goals and Policies**

*To promote land use and municipal policies which protect natural resources and the environment.*

1.1. Natural areas of value shall continue to be protected against in-appropriate development by keeping them in the Resource Protection District. These areas include, but are not limited to habitats of rare or endangered species, and most swamps, marshes and bogs, and undeveloped land bordering rivers and streams.

1.2. The suitability of the land for development shall be a major consideration.

Of the many factors to be considered in assessing land capability, three basic aspects are of fundamental importance. They are: a) the ability of the soil to support roads, buildings, subsurface sewage disposal systems, and the like; b) the susceptibility of the land to periodic flooding; and c) the provision and protection of adequate water supplies.

- a) Where the soil has been rated as "poor" or "very poor" for the proposed use in the Soil Suitability Guide, additional soils information may be required by the reviewing Board before acting on the proposal.
- b) It is the general policy of the town to encourage only non-structural uses on land susceptible to periodic flooding, as shown on the Flood Hazard Area map prepared by the U.S. Flood Insurance Administration. Agricultural and recreational uses shall be permitted.
- c) Development adjacent to water bodies or recharge areas shall be strictly regulated.

Alfred Comprehensive Plan, Volume 2: Data Inventory

- 1.3. Water quality monitoring may be required of development projects where activities generate pollutants.

*To continue to do whatever is possible to preserve Alfred's heritage, rural character, and open spaces.*

- 2.1. The Town shall encourage the conservation of historic buildings and architectural styles. Consideration ought to be given to establishing an historic district, if local property owners favor such designation, and to adopting an historic district ordinance to preserve the architectural integrity of the buildings. The formation of a district will encourage the restoration of architecturally and historically significant structures. Also, all existing burial grounds and significant archeological sites should be preserved and maintained.
- 2.2. Clustering development and the construction of interior subdivision roads shall be encouraged in favor of strip development along existing roadways or water bodies.
- 2.3. If development on prime agricultural soils, valuable forestland, steep slopes, and shore frontage is discouraged, it will help to maintain Alfred's essentially rural character.

*To strive for balanced and orderly growth.*

- 3.1. Alfred must assume its fair share of growth. Should adopt growth control measures only if population occurs which threatens to place a Town's ability to provide essential services.

*To recognize the need for diversified kinds of housing.*

- 4.1. Since Alfred is a residential community it must have a reasonable balance between lower and higher income housing to protect its tax base. Therefore, although mobile homes will continue to be permitted, their location should be restricted in the Village to protect the historic town center.
- 4.2. Land use ordinances should encourage some multi-family housing to meet the needs of young adults and the elderly. Such housing need not alter housing density requirements but may permit clustering. In addition it would help provide affordable housing and an alternative to mobile homes.
- 4.3. Town regulations, ordinances, and boards shall promote energy efficient housing and use of renewable energy resources for heating.

*To encourage housing and commercial development when and where public services can be provided at a reasonable cost and natural resources will be protected.*

- 5.1. Development, which would create an unreasonable burden on Town services, may be required to be built in phases.

- 5.2. The Town shall continue to require that any development have an adequate water supply, an approved discharge system, safe road access, and a means of disposing of waste materials safely.

*To encourage productive use of land.*

- 6.1. Residential development should be discouraged on land well suited to agriculture and timber management through such techniques as clustering houses and zoning. The Town should also encourage owners of such farmland and woodland to seek out tax incentives and U.S. Department of Agriculture programs which favor using land productively.

*To support commercial /Industrial development which will not adversely impact the health and safety of the community, but will help broaden the tax base and provide local employment.*

- 7.1. The Planning Board shall develop additional standards for the zoning ordinance to regulate the impact of commercial activities on surrounding areas and to avoid incompatibility. Standards may include revised regulation of signs, and new regulations on noise, odors, and flashing lights. Standards specifically addressing problems which extractive industries may make for neighbors shall be drafted, and eventual reclamation of such areas should be required.
- 7.2. Any review of commercial/industrial development should include a review of environmental impact and impact on town services such as water supply and waste disposal facilities.
- 7.3. It shall continue to be the policy of Alfred to permit home occupations throughout the Town, in accordance with zoning ordinance requirements.
- 7.4. Commercial activities should continue to be encouraged. Residential uses, however, require that commercial activities be properly regulated to ensure compatibility.

*To keep land use ordinances, plans and regulations up-to-date and equitably implemented.*

- 8.1. Once adopted, ordinances and codes should be fairly enforced.
- 8.2. The Planning Board shall keep the Comprehensive Plan up-to-date and periodically review and revise ordinances and regulations for subdivision review, zoning - including boundaries, and any other land use controls.

*To plan for municipal facilities which are appropriately located and adequate to meet the needs of a growing community.*

- 9.1. The Town should endeavor to provide all municipal officials with adequate office and meeting space in the Village. Only in this manner can hearings be appropriately conducted, records be properly made and filed, and information be available to all who seek it. The Planning Board will, therefore, continue to urge the Town to provide public office space.

Alfred Comprehensive Plan, Volume 2: Data Inventory

- 9.2. The Planning Board will also continue to urge the Town to pursue a far-sighted program of land acquisition for public purposes such as the old jail, a swimming area, and the location of at least one new fire station and one substation.

*To plan for and locate waste disposal facilities, which will meet long term, needs in an environmentally safe manner.*

- 10.1. Land use controls should take into account the need for locating waste disposal facilities including hazardous materials in the Town and provide protection for all landowners in the vicinity of any site.

*To support long range planning for maintenance and improvement of roads.*

- 11.1. Road improvement projects should be in accordance with a carefully considered town wide plan, which addresses needs over a three to five year period.

- 11.2. Public ways, which are too expensive to maintain and/or rebuild, should be discontinued.

*To try to keep roads safe as new development locates along them.*

- 12.1. Street Design and Construction Standards should continue to be strictly enforced, thereby avoiding mistakes in street layout and construction. Assistance from the Road Commissioner should continue to be sought by the Planning Board whenever necessary.
- 12.2. New driveways and access points onto major traffic arteries should be regulated to preserve the safest possible conditions on through roads.
- 12.3. The Town should develop guidelines for determining how much each developer should contribute toward the provision of town services required as a result of the new development.

## ***MAINE NATURAL HERITAGE PROGRAM ELEMENT RANKS***

- S1 Critically imperiled in Maine because of extreme rarity (5 or fewer occurrences or very few remaining individuals or acres) or because some aspect of its biology makes it especially vulnerable to extirpation from the state.
- S2 Imperiled in Maine because of rarity (6-20 occurrences or few remaining individuals or acres) or because of other factors making it vulnerable to further decline.
- S3 Rare in Maine (on the order of 20+ occurrences).
- S4 Apparently secure in Maine.
- S5 Demonstrably secure in Maine.
- SA Accidental in Maine, including species that only sporadically breed in Maine.
- SE An exotic species established in Maine; may be native elsewhere in North America (e.g. house finch Carpodacus mexicanus).
- SH Occurred historically in Maine with the exception that it may be rediscovered.
- SU Possibly in peril in Maine, but status uncertain; need more information.
- SX Apparently extirpated in Maine.

## ***STATE STATUS: PLANTS***

- E = ENDANGERED: represented in Maine by one recent occurrence or Federally Endangered (/LE)\*.
- T = THREATENED: represented in Maine by two to four documented, recent occurrences or Federally Threatened (LT).
- SC = SPECIAL CONCERN: represented in Maine by five to 10 recent occurrences and could within the foreseeable future become Threatened.
- SC-PE = SPECIAL CONCERN - POSSIBLY EXTIRPATED: has not been documented recently (represented by zero recent occurrences). If found and documented, the taxon is placed in Endangered status upon review of the documentation by the Critical Areas Program staff.
- WL = WATCH LIST; represented in Maine by more than 10 documented recent occurrences but is of concern.

Alfred Comprehensive Plan, Volume 2: Data Inventory



## STATE STATUS: ANIMALS

**E = ENDANGERED SPECIES:** a Maine Endangered Species is a species in immediate danger due to critically low or declining numbers brought about by habitat loss or degradation, overexploitation, pollution, disease or other factors. This definition includes any species that spends a biologically significant part of its annual or life cycle within the State of Maine and is not limited just to species that breed in Maine.

Any indigenous wildlife species that has been documented to be in danger of extirpation within the State of Maine shall be included.

Continued survival of these species within the state of Maine is unlikely without implementing special protective measures.

Any Federally listed Endangered Species occurring within the State of Maine will be included in this category.

**T = THREATENED SPECIES:** a Maine Threatened Species is not as critically jeopardized by extirpation as an Endangered Species, but will probably become endangered if current population levels experience further declines. This definition includes any species that spends a biologically significant part of its annual or life cycle in the State of Maine and is not limited just to species that breed in Maine.

Any indigenous wildlife species that has been documented to be rare or declining within the State of Maine and which is likely to become endangered in Maine in the foreseeable future shall be included.

Any Federally listed Threatened Species occurring in Maine will be included in this category or in Category I, Endangered.

**SC = SPECIAL CONCERN SPECIES:** the intent of the Special Concern category is to focus attention on a species before it becomes State Threatened or endangered. Species listed in this category include: 1) species whose populations are not in immediate danger of extirpation, but are believed to be suffering a decline that could eventually threaten the species if allowed to go unchecked: 2) rare species whose populations are relatively stable, but that occur in such small numbers or have such specialized habitat requirements or restricted distributions that they are particularly vulnerable.

Any indigenous wildlife species for which there is documentation that it could easily become Threatened or Endangered within the State of Maine because it is: 1) suffering a noncyclic population decline, or 2) occurs in precariously small numbers, or 3) has a restricted distribution or specialized habitat requirement, shall be included in this category.

IS = SPECIES OF INDETERMINATE STATUS: any indigenous wildlife that is believed might qualify for State Endangered, Threatened or Special Concern status but about which insufficient data are available. Species in this category warrant special consideration as well as further study, inventory, or monitoring of population trends.

WL = WATCH LIST: many species of wildlife, indigenous to Maine, do not meet the rigorous for inclusion in Endangered, Threatened, Special Concern, or Species of Indeterminate Status but do warrant special attention. They are not currently endangered or threatened with extirpation nor imminently likely to become so but they are more vulnerable than most species. Although their populations are secure they are of concern for a variety of reasons ranging from their existence in small numbers, their being found in few locations or dependent on critical habitat types, or they are in or are recovering from a population decline.

The Watch List is intended to bring these species to the attention of wildlife managers, administrators, planners and others making decisions affecting wildlife.

X = EXTIRPATED SPECIES: any species of wildlife that was at one time indigenous to Maine but has not been documented as indigenous to Maine for the past 50 years.

### ***FEDERAL STATUS***

LE = Listed as Endangered

LT= Listed as Threatened

C2= Category 2: may qualify as Threatened or Endangered, but insufficient data exist to determine true status.

3B = Formerly a listed or candidate species but recent taxonomic revisions indicate "species" status is no longer valid and no longer meets the Endangered Species Act's definition of species.

3C = Formerly listed, but is now known to be more abundant or widespread than previously believed not subject to any identifiable threat.

VOLUME 2

APPENDIX B

ALFRED HISTORIC DISTRICT

## Appendix B: Alfred Historic District

### ***NATIONAL REGISTER OF HISTORIC PLACES INVENTORY - NOMINATION FORM***

	Map/Lot	Owner as of 2003
1.	12-62	Kaplin & LLC, Saco Road
1A	12-62	Kaplin & LLC, Saco Road
2.	12-57	Judy Vasalle, Saco Road
3.	12-56	Alfred Parish Church, Saco Road
4.	12-55	Charlotte and Robert Jones, Saco Road
5.	12-54	Joseph and Joyce Wagner, Saco Road
6.	12-53	Daniel and Kelly Gjidoni, Saco Road
7.	12-51	Frances and William Sullivan, Saco Road
8.	12-50	Donald and Pamela Gean, Saco Road
9.	12-48	John II and Beth Folsom, Saco Road
10.	12-49	Jane and Michael Kucsma, Saco Road
11.	12-47	Richard and Marian Menelly, Saco Road,
12.	12-46	Town of Alfred, Saco Road
13.	14-27	Alfred Parish Church, UCC, Saco Road
14.	14-27	Alfred Parish Church, UCC, Saco Road
15.	14-26	Michael P Hussey, Saco Road
16.	14-24	Frederick Miner, Box 55, Kingston, N. H. 03848
17.	14-23	Barbara and Robert Leslie,
18.	14-22	Claudia and Gary Fuschillo, Waterboro Road
19.	14-21	Mark and Georgette Jones, Waterboro Road (Destroyed by fire 2002)
20.	14-20	Sherry Lawrence, Waterboro Road
21.	14-13	John Folsom, Waterboro Road
22.	14-12	Richard and Nancy Carter, Waterboro Road
23.	14-11	James Folsom, Waterboro Road
24.	14-10	Robert and Lynne Steffens, Waterboro Road
25.	14-9	Alfred Square Assoc., Waterboro Road
26.	14-5	Dwayne Smoot and John Morningstar, Waterboro Road
27.	14-4	Town of Alfred, Oak Street
28.	14-3	Colleen Fleming-Osborne, Oak Street
29.	14-2	Helen and Joseph Farnsworth, Oak Street
30.	13-16	Joyce and William Krahling, Oak Street
31.	12-24	Deborah and Louis Lander, Oak Street
32.	12-23	Michael and Ann Frechette, Oak Street
33.	12-32	Elizabeth And Earland Morrison, Oak Street
34.	12-31	John & Jacqueline Hanrahan, Oak Street
35.	12-30	Minna Thompson, Oak Street
36.	12-29	Patricia Benson, Oak Street
37.	12-28	James Blouin, James Oak Street
36.	12-44	James Blouin, Saco Road, (Alfred Country Store)
39.	12-43	Michael and Ann Frechette, Saco Road
40.	12-42-A	Michael and Ann Frechette, Kennebunk Road

Alfred Comprehensive Plan, Volume 2: Data Inventory

	Map/Lot	Owner as of 2003
41.	12-42	Joseph Golden and Sandra Lamont, Kennebunk Road
42.	12-41	Joseph Golden and Sandra Lamont, Kennebunk Road
43.	12-40	Lisa Cook, Kennebunk Road
44.	12-39	T James Koder, Kennebunk Road
45.	12-60	Town of Alfred, Kennebunk Road (Library)
46.	12-38	Bernard and Pauline Dehaven, Kennebunk Road
47.	12-37	Thomas And Brenda Holland, Kennebunk Road
48.	12-36	York County, Kennebunk Road

## ***Statement of Significance***

Simeon Coffin, the first white man to arrive in Alfred, came in November of 1764 and dwelt in an Indian wigwam on the northwest side of what is now called Shaker Pond. Members of the Coffin family and several of the other early settlers were later converted to Shakerism. For many years, Alfred was associated with the Shaker community which was built on the hill overlooking that same pond. Daniel Gile built the first two story home in Alfred. Some of the first cultivated cranberries grown in Maine were planted by the Giles on the shores of Shaker Pond. Today the Giles have extensive orchards in the same area of the village as that settled by Daniel.

The proposed historic district is located in the center of Alfred Village, which was incorporated February 4, 1794. The Conant and Knight families settled here during the 1760's and they and their descendants built many of the homes and shops around the village green. John Knight built a barn and ell (36) where he entertained early travelers, earning for him the nickname, "Barn Knight". During the revolutionary period, meetings to examine articles in the new form of government took place in Knight's barn. Here early churches meetings were held which were apparently somewhat disrupted by the Merry Dancers, a group of early celebrants whose activities seem to have shocked the more staid inhabitants of the community. Across the street from the barn is the oldest residential home in the village center, now called "The Beehive" (26). It is actually three buildings joined together with construction evolving over three centuries. John Knight began the first and oldest portion, the middle, c. 1770, in the colonial style. Although this is the most altered portion of the Beehive, many original features remain such as the raised paneling in the front room. In 1801 Joshua Conant, an early Alfred entrepreneur, purchased the 100 acre Knight holdings in the village center which he sold one month later to Dr. Abiel Hall, Sr. Dr. Hall lived in the Beehive, adding the northern section in the Federal style. Finally, the third and last section was built facing south, c. 1915, by Alonzo Roberts in the homestead style. At one time the Beehive housed multiple families, hence the name.

Alfred's best-known citizen, John Holmes, arrived in 1799. He was a young lawyer who became an expert in real estate law. Titles to Alfred land were in an unsettled state with squatters making improvements on land they did not own. Holmes was employed to secure good title in these cases. An example is the tract of land in Alfred Village for the jail. Thomas Hutchinson of Devon, England, deeded two acres to York County for the jail through John Holmes. The site of this original jail (22) is located next to John Holmes' dwelling (24). Called the "Bow and Arrow House", the Federal house of John Holmes was originally a Cape, which he raised to its present profile. Known for his gregariousness, Holmes designed with a flair reminiscent of the Southern hospitality he must have

experienced in Washington where he was one of Maine's first two senators. Notable are the two story columns and the roof balustrade with bow and arrows pointing downward, a sign of friendliness toward the Indians, as well as tall Palladian windows centering the second story.

John Holmes provided the impetus for locating the York County Court House here. Presence of the Court House significantly affected the character and ensured the growth of the village center. Completed in 1807, fireproof wings were added in 1854. Fire destroyed the original center section, which was rebuilt in 1933. Berry Tavern (41) facing Alfred Green, provided meals and lodging during court sessions in the mid 19th century. The Tavern was originally built for Daniel Holmes. It was here that Holmes developed one of the several local early 19th century potteries producing the much admired and collected Alfred redware. This home retains original 12/12 and 12/8 windows, Indian shutters, and stands almost touching the Porter Lambert house (42). Both have the low profile hip roof and high double end chimneys typical of, a large and stately Federal home.

Stylistic change provides visible evidence of changes in attitude and growth spurts experienced in the village. During the pivotal year of 1829, Dr. Abiel Hall, Sr. died and his land holdings in the village were divided. After this time, a profusion of Greek Revival homes, storefronts, and churches suggest the labor of local carpenters constructing on a less opulent scale with demands of living and intended use forcing adaptations in design, to accommodate a, more popular perspective.

Construction after 1860 assumes the Victorian sensibility reflected in increased sense of scale and proportion. Notable is the Victorian house built by J. N. Stinson (11) next to the Town Hall (12) which was constructed in the same year but in the Greek Revival Style. Both were built on sites of buildings burned in 1860. It is easy to understand the allure on the Italianate style in this country village. Porches and increased window size achieve an integration of interior and exterior space. Victorian infatuation with Italian architectural detail such as the corner quoins, bay windows, rows of roof line bracketts, and ornamental cupola provide a setting for living and entertaining enhanced to elegant sophistication. Many homes in the village reveal the changing fashion. Italianate porches abound on earlier buildings (Daniel Goodenow House (5), Abiel Hall House (36) etc. The corner quoins and other embellishments on the distinctive "Brick Ends" house (44) bespeak of neighborly influence from across the street coupled with an effervescent individualistic application of the current stylistic trend.

The proposed Alfred Historic District presents a rural village situated in the center of a well-populated county. The village continues to maintain its 19th century flavor despite the area's rapid growth. Although there is a diversity of architectural style within the village, there is also a sense of continuity and pride in the past.

VOLUME 2

APPENDIX C

METHODOLOGIES

## **Appendix C: METHODOLOGIES**

### ***S.M.R.P.C. POPULATION ESTIMATES AND PROJECTIONS METHODOLOGIES EXPLAINED***

#### **ESTIMATES**

Estimates of current population are based on changes in housing stock, changes in household composition and birth and death statistics

#### **Housing Activity**

Changes in housing stock are based on building permit activity. The U.S. Census Bureau publishes a report (C-40) on permit activity in municipalities. Building officials in most municipalities are requested by the Bureau to report building permit activity on a monthly basis. Not all building officials comply with the monthly requests. When the Bureau does not receive a report, "imputes" [guesses] what the permitting activity for the month was. The annual report published by the Bureau and received by S.M.R.P.C. indicates the number of monthly reports received, the number of permits reported and the number reported and imputed. When a municipality is listed as sending less than twelve monthly reports during the year, S.M.R.P.C. attempts to contact the building official directly to obtain a more accurate figure than the Bureau's imputation. Failure of the municipal official to respond results in S.M.R.P.C.'s use of the Bureau's imputed figures. Inaccuracies in reporting permitting activity, and the resulting imputations are major sources of error in S.M.R.P.C.'s estimates. S.M.R.P.C. only looks at permits for the creation of new dwelling units, not all building permits. When data is available, the permits are adjusted to account for demolitions, conversions to nonresidential uses and other losses of housing stock.

S.M.R.P.C. assumes that each permit issued results in a year-round occupied dwelling built. This is the second major source of error in the estimates and may result in overestimates. Some dwellings are never built. Others, particularly in the coastal communities, are occupied as seasonal dwellings.

S.M.R.P.C. has no source of data on the conversion of existing seasonal dwellings to year round use. This is a third source of error, and may result in underestimates.

#### **Natural Increase**

Data on births and deaths is obtained from the Maine Department of Human Services, Office of Data Research and Vital Statistics. It is assumed to be accurate. A few municipalities in the region have experienced a "natural decrease" over the decade. These are municipalities with high median ages and low birth rates, resulting in more deaths than births.

Alfred Comprehensive Plan, Volume 2: Data Inventory



## Appendix C: METHODOLOGIES

### **Net Migration**

Net migration is computed by initially estimating the total population (multiplying total occupied housing units time average household size) and subtracting the natural increase (decrease,). Adjustment is made for the non-household population. In communities where the increase in the housing, stock has been a smaller percentage than the decrease in the average household size, a net out-migration is calculated.

### **Current Population Estimate**

The current population estimate is, the sum of the 2000 population, the natural increase and the net migration.

### **Projections Of Future Population**

Future population projections are based on the assumption that the trends established between 1990 and 2000 will continue into the future.

S.M.R.P.C. has used three different methodologies to project population, in five-year increments through the year 2010. All three methodologies assume a continuation of 1990-2000 trends but apply this assumption to different aspects of the change.

### **Numerical Growth**

The numerical methodology looks at the average annual numeric growth between 1990-00 and projects an annual increase in population of that amount. For example if a community grew from 2, 600 in 1990 to 4,000 in 2000, the total growth was 1,500 people and the average annual growth was 150. The numeric methodology would project a population of 5,500 in 2010 (10 times 150 increase)

### **Percent Growth**

The percent methodology looks at the average annual percentage growth between 1990-00 and projects an annual increase of that percentage of the 2000 population. At first glance this may seem similar to the numeric methodology. However using our same hypothetical community above will show the difference. Total growth between 1990 and 2000 was 1, 600 people or 76%. The average annual percentage increase is therefore 7. 5%. The percent methodology assumes the population will continue to increase at the same average annual rate. Therefore, in the year 2010 our town will have a population of 7,000 (1.75 times 4,000)

Alfred Comprehensive Plan, Volume 2: Data Inventory

## Appendix C: METHODOLOGIES

### ***Rate Growth***

The rate methodology assumes that the growth rate is "compounded", much as interest on a bank account is. Rather than looking at average growth or growth rates the rate methodology looks at the growth rate which, when applied year after year would result in the decade's growth, and assumes that rate will continue to apply. In order to achieve 75% growth in our hypothetical example, a community would have grown by 5.75% per year, each year. By 2000, under the rate growth assumptions, the community will have grown to 7,656.

### **The Three Methodologies Compared**

Both the numeric and the percentage methodologies are arithmetic projections, which when plotted on a graph will result in straight-line projections. The main difference between the two as alluded to above is that the numeric growth curve works from a base year of 1990 and the percentage growth curve is applied to a base year of 2000 and is therefore slightly steeper in its slope.

The rate methodology is a geometric projection and assumes an ever-increasing population growth. When carried out more than twenty years, this methodology clearly has its limitations. Generally, the rate methodology provides for a "faster" growth curve than the other two methods. However, the projections for 1995, under the rate methodology are lower than under the percentage methodology. This is explained by the fact that the rate methodology applies a smaller annual increase than the decade's average annual growth rate. In the first few years, the rate methodology will "lag behind" the percentage methodology until the "power of compounded interest" pushes it ahead.

### **Problems with All Three Methodologies**

As mentioned above, all three methodologies rely on the assumption that the trends exhibited during the 1990's will continue into the future.

This trend of increasing activity peaking and then decreasing activity, leads to the question of which portion of the curve should be used in projections. Also, the question of whether the level of activity during the eighties will ever be replicated has been raised.

### ***Rating System, Maine Department of Inland Fisheries and Wildlife (MDIFW), 1989***

## Appendix C: METHODOLOGIES

Table 1. Rating scheme for Wetlands as Waterfowl Habitat.

Rating	Value	Definition
W3	High	a) High value as feeding, nesting, or cover habitat for waterfowl,
		b) Heavy use by ducks and/or geese,
		c) All coastal salt marshes.
W2	Moderate	a) Moderate value as feeding, nesting, and cover habitat for waterfowl,
		b) Significant use by ducks and/or geese, and
		c) Would respond favorably to management.
W1	Low	a) Low value as feeding, nesting, and cover habitat for waterfowl,
		b) Limited use by ducks and/or geese,
		c) Generally would not respond favorably to habitat management.
W5	Unknown	a) No data available
		b) Wetlands not mapped or rated in this report.

RATING SYSTEM, MDIFW, 1989

Table 2. Rating Scheme for Deer Wintering Areas.

Rating	Value	Definition
D3	High	Received a value between 22-35 in the evaluation procedure. These DWA's constitute excellent deer winter range. They are critical to achieve goals and objectives in MDIFW's Whitetail Deer Species Plan.
D2	Moderate	Received a value between 18-21 in the evaluation procedure. These areas are lacking in several of the components of prime habitat, although through management these deficiencies may be corrected. These areas are important to achieve goals and objectives in MD1FW's Whitetail Deer Species Plan.
D1	Low	Received a value between 7-17 in the evaluation process. These areas may periodically provide shelter for small numbers of deer, however, they do not possess the characteristics associated with better winter cover. These areas may not be essential to MDIFW's whitetail deer goals and objectives.
D5	Unknown	These areas are of unknown value.

## Appendix C: METHODOLOGIES

RATING SYSTEM, MDIFW, 1989

Table 3. Rating and description of fisheries habitats (streams and lakes)

<u>Category</u>	<u>Value</u>	<u>Habitat Type</u>	<u>Description</u>
F3	High	Streams	<ul style="list-style-type: none"> <li>a) Highly suitable habitat to support game fish,</li> <li>b) Contains fish species which are highly sensitive to changes in physical features, water quality, or temperature,</li> <li>c) Contains fish species which are rare within study area,</li> <li>d.) Has a quality fishery in high demand,</li> <li>e) Habitat area of greater than 10 acres occurring within main stem of the stream, and</li> <li>f) High economic importance.</li> </ul>
		Lakes	<ul style="list-style-type: none"> <li>a) High water quality.</li> <li>b) Heavy fishing pressure,</li> <li>c) High species abundance,</li> <li>d) High species diversity,</li> <li>e) Contains fish species which is rare within the study area, and</li> <li>f) Fish species have high incidence of natural reproduction.</li> </ul>
F2	Medium	Streams	<ul style="list-style-type: none"> <li>a) Moderately suitable habitat to support game fish,</li> <li>b) Contains fish species which are moderately sensitive to changes in physical features, water quality, or temperature,</li> <li>c) Contains fish species which are moderately common within study area,</li> <li>d) Has a quality fishery in moderate demand,</li> <li>e) Habitat area of from 5 to 10 acres occurring within main stem of the stream, and</li> <li>f) Moderate economic importance.</li> </ul>
F2	Medium	Lakes	<ul style="list-style-type: none"> <li>a) Moderate water quality,</li> <li>b) Moderate fishing pressure,</li> <li>c) Moderate species abundance,</li> <li>d) Moderate species diversity and rarity, and</li> <li>e) Moderate incidence of natural reproduction.</li> </ul>
F1	Low	Streams	<ul style="list-style-type: none"> <li>a) Low suitable habitat to support game fish,</li> <li>b) Contains fish species which are tolerant to changes</li> </ul>

Alfred Comprehensive Plan, Volume 2: Data Inventory

## Appendix C: METHODOLOGIES

<u>Category</u>	<u>Value</u>	<u>Habitat Type</u>	<u>Description</u> in physical features, water quality, or temperature, c) Contains fish species which are common within study area, d) Fishery in low demand, e) Habitat area of less than 5 acres occurring within main stem of the stream, and f) Low economic importance.
		Lakes	a) Low water quality, b) Fishery in low demand, c) Low species abundance, d) Poor species diversity, e) Species very common, and f) Minimal or no incidence of natural reproduction.
F5	Indeter- minatc	Streams & Lakes	a) Mapped or not mapped  b) Not evaluated or rated as F1, F2, or F3

VOLUME 2

APPENDIX D

MAP AND INDEX OF

CEMETERIES IN ALFRED

# **APPENDIX D MAP AND INDEX OF CEMETERIES IN ALFRED, MAINE**

Updated by John Cook in 2003

It is assumed that there are other cemeteries that have not been discovered. It is also assumed that the physical evidence of still other cemeteries has disappeared.

Road names are based on the official Map of Alfred, Maine, adopted January 14, 1987 by the Alfred selectmen and published in the 1986 Alfred Town Report and as amended at the June 24, 1987 special town meeting unless stated otherwise.

ID		Road	Map / Lot	
1.	Shakley	Old Falls Pond		.45 mile from the intersection of Old North Berwick Rd. and Old Falls Pond Rd. On the left about 50 feet from the road. Enclosed by granite posts with iron bars.
1A	Unknown #4			Located near the dam on Estes Lake. No gravestones 150 yards northwest of Government road 13 + graves on a unmarked fieldstone with four granite corner posts
2.	Drown, Emmons	West Kennebunk	1-27 or 28	.4 mile from the intersection of Old North Berwick Rd. and West Kennebunk Rd. On the left about 100 ft. from the road. Alfred/Lyman town line bisects this cemetery. Enclosed by granite posts with iron bars.
3.	Day, Fiamer, Goodwin, Jones, Hall, Littlefield, Taylor	Mouse Lane	1-4	.1 mile from the intersection of Mouse Lane and Witchers Mill Rd. toward Goodwins Bridge, on the right, up a steep bank about 50 ft. from the road. Enclosed by granite posts.
4	Drown, Ricker, Tripp	Witchers Mill	1-17	.75 mile from intersection of Mouse Lane and Witchers Mill Rd. toward Old North Berwick Rd. On the left about 200 ft. from the road, across from Nutter Camp Rd. Enclosed by granite posts with iron bars.
4A	Shackford	Witchers	2-44	Located on Government road and the

Alfred Comprehensive Plan, Volume 2: Data Inventory

## Appendix D Map And Index Of Cemeteries In Alfred, Maine

ID		Road	Map / Lot	
		Mill		Massabesic forest
5.	Willard	Route 4	4-3-A	1.6 miles from the intersection of Rt. 202/Rt. 4 and Rt. 111 toward Sanford. On the left about 400 ft. in the woods. Enclosed by granite posts with iron bars. Behind the machine shop.
6.	Fernald, Powers	Route 4	4-16	1.4 miles from the intersection of Rt. 202/Rt. 4 and Rt. 111 toward Sanford. On the right next to the road. Enclosed by granite posts with iron bars.
7.	Cluff, Roberts, Everson	Mouse Lane	3-12	.45 mile from the intersection of Mouse lane and Kennebunk Rd. on the right. No wall, fence or sunken graves evident. Grave stones unearthed and leaning against garage and clothesline post.
8.	White	Mouse Lane	3-8	.35 mile from the intersection of Mouse Lane and Kennebunk Rd. Sunken graves in the patch of trees on the left next to the road. No wall, fence or gravestones.
9.	Phenix	Route 4	3-53-B	.8 mile from the intersection of Rt. 202/Rt. 4 and Rt. 111. On the left toward South Sanford, just before the Stone Road, next to the road. Enclosed by granite posts with iron bars. Grave stones stolen
10.	Maxwell	Route 4	3-53	.7 mile from the intersection of Rt. 202/ Rt. 4 and Rt. 111. On the left toward South Sanford. Across from York County Jail. No fence or wall.
11.	Linscoit	Bennett	4-32	.2 mile from the intersection of Rt. 202 and Bennett Rd. On the left next to the road. Partially enclosed by cut granite slabs, with mound construction.
12.	Bennett, Lewis, Moulton, Parsons,	Route 202	4-22	.55 mile from the intersection of Rt. 202/Rt. 4 and Rt. 111. On the left going toward Sanford. About 300 ft. off Rt. 202 on old section of Rt. 202. Enclosed by cut granite

Alfred Comprehensive Plan, Volume 2: Data Inventory



## Appendix D Map And Index Of Cemeteries In Alfred, Maine

ID		Road	Map / Lot	
	Pollock, Roberts, Tibbetts			walls.
13.	Evergreen	Route 4	3-44	.1 mile from the intersection of Rt. 202/Rt. 4 and Rt. 111. On the left next to Rt. 4. No walls.
14.	Friend, Phenix	Clark	3-69	3 mile from the intersection of Rt. 111 and Clark Rd. On the left next to the road. Enclosed by stonewalls.
14 A.		Kennebunk	3-37	One slates' stone with no inscription. Inside of two stonewalls and an overgrown field.
15.	Congregationa l	Kennebunk	14-25	On the left in back of and beside the Congregational Church. About 300 ft. from the intersection of Rt. 202/4 and Kennebunk Rd. Enclosed by cut granite walls and wire fence.
15 A	Fernald, Nutter	Drown	3-88	Located at the rear of the barn on the former Cuffort Nutter property.
16.	Bickford, Clough, Morse, Sawyer	Drown	3-85	1 mile from the intersection of Rt. 111 and Drown Rd. On the right next to the road. Enclosed by cut granite posts, no bars.
17.	Ferguson	Back	5-56	.7 mile from the intersection of. Rt. 111 and Back Rd. On the left about 200 ft. from the road. Enclosed with granite posts, no bars.
18.	Hutchins	Back	5-61	1 mile from the intersection of Rt. 111 and Back Road, on the right. Follow a stonewall and private lane about 400 ft. to the intersection of another stone wall. One grave stone at intersection of stone walls, up a bank from the lane. Enclosed on two sides by intersecting stonewalls.
19.	Geary	Mountain	6-10	.35 mile from the intersection of Rt. 202 and Mountain Rd. On the right about 500 ft. next

Alfred Comprehensive Plan, Volume 2: Data Inventory

## Appendix D Map And Index Of Cemeteries In Alfred, Maine

ID		Road	Map / Lot	
				to a stone wall running from Mountain Rd. down hill, across a wet area, and up hill to the cemetery enclosed by stone walls.
20.	Lewis, Trafton	Mountain	6-10	.5 mile from the intersection of Rt. 202 and Mountain Rd. On the right about 500 ft. from Mountain Rd. Enclosed by cut granite walls.
21.	Bracy, Ridley	Mountain	6-4-2	.85 mile from the intersection of Rt. 202 and Mountain Rd. On the right next to the road, just beyond Deshon Hill Road. Enclosed by granite posts and iron bars.
21 A	Trafton, Gilpateric, Hill, Ridley	Partridge Lane	6-20-C	Located on the right side of a private drive at 297 Mountain road
22.	Allen	Deshon Hill	6-30	.45 mile from the intersection of Mountain Rd. and Deshon Hill Rd. On the right 165 ft. South 20 degrees East from a point partway down Deshon Hill. No fence of walls.
23.	Sayward	Mast	6-39	1.35 miles from the intersection of Rt. 202 and Mast Rd. On the right on a wooded knoll, next to the road and just beyond the cellar hole. Three sunken graves with short unmarked fieldstones at head and foot of graves. Enclosed by partially completed rock wall.
24.	Allen	Bracket Hill	5-15	1.55 miles from the intersection of Rt. 202/4 and Bracket Hill Rd. on the left about 400 ft. from the road in an overgrown field, on a knoll. No fence or walls.
25.	Sayward	Bracket Hill	5-15	1.05 miles from the intersection of Rt. 202/4 and Bracket Hill Rd. On the left about 400 ft. in, on a knoll in field. Enclosed by granite posts and iron bars.
26.	Yeaton	Bracket Hill	5-15	1.2 miles from the intersection of Rt. 202/4 and Bracket Hill Rd. On the right .55 mile up a lane to the Poor Farm. Past cellar holes to a

Alfred Comprehensive Plan, Volume 2: Data Inventory

## Appendix D Map And Index Of Cemeteries In Alfred, Maine

ID		Road	Map / Lot	
				stonewall on the right, running WSW. Follow stone wall down grade 100 ft. Grave stone is laying on ground 6 ft. to the right of the wall. 2 other sunken graves. No walls or fence.
27.	Shaker	Shaker Hill	5-64	.55 mile from intersection of Rt. 202/4 and Shaker Hill Rd. Turn sharp right on private lane, about 500 ft. Cemetery is on the left next to the lane. Partially enclosed by stonewalls.
28.	Brothers	Shaker Hill	5-64	.55 miles from intersection of Rt. 202/4 and Shaker Hill Rd. Turn sharp right on private lane, about 300 ft. Cemetery is on the left next to lane.
29.	Roberts	Federal Street	5-25-A	.1 mile toward Old Corner from the intersection of Gore Rd. and Federal St. On the right about 400 ft from road, in an overgrown field. Enclosed by a stone wall around the cemetery.
30.	Smith	Federal Street	5-19	.4 mile toward Old Corner from the intersection of Gore Rd. and Federal St. On the right about 400 ft. down grade, in a field, enclosed by stonewalls.
31.	Gile	Federal Street	7-33	1.0 mile toward Old Corner from the intersection of Gore Rd. and Federal St. On the right about 400 ft. down a stonewall. Enclosed by granite posts with iron bars.
32.	Unknown #1	Federal Street	7-37	1.2 miles toward Old Corner form the intersection of Gore Rd. and Federal St On the right next to the road. Enclosed by granite posts and iron bars. The gravestones have disappeared.
33.	Chick, Cook, Holyoke	Gebung	8-38	.85 mile from the intersection of Gore Rd. and Gebung Rd. On the right .95 mile up a now closed and bypassed section of Gebung Rd. referred to as the Crip Hussey Rd. or Guinea Rd. The cemetery is on the left about

Alfred Comprehensive Plan, Volume 2: Data Inventory

## Appendix D Map And Index Of Cemeteries In Alfred, Maine

ID		Road	Map / Lot	
				200 ft. into a Red Pine Plantation. Enclosed by cut granite curb with single iron rail. (The Crip Hussey or Guinea Rd. is not named or shown on the official Map of Alfred adopted by the selectmen 1-14-89)
34.	Nason	Gebung	8-41	.7 mile from the intersection of Gore Rd. and Gebung Rd. On the left next to the road. Enclosed by stonewalls.
35.	Roberts	Gore	7-10-D	.5 mile southerly from the intersection of Gore Rd. and Gebung Rd. On the left about 300 ft. off the road. Enclosed by granite posts and iron bars.
36.	Goodrich	Gebung	8-35	.45 mile from the intersection of Gore Rd. and Gebung Rd. On the right just over Middlebranch Brook. Estimated ½ mile up a private lane. Cemetery is on a wooded knoll surrounded by stonewalls.
37.	Jewett	Gore	7-15	.1 mile northerly from the intersection of Gore Rd. and Gebung Rd. On the right about 250 ft. from the road. Partly enclosed by stonewalls.
38.	Unknown # 2	Fort Ridge	9-11	.55 mile up Fort Ridge Road to a point where Fort Ridge Rd. bears off toward the right and a private lane continues on. About .1 mile along the lane with a stone wall on the left beside the lane to a point where another stone wall perpendicularly joins the first stone wall. Cemetery is on the easterly side of the second stone wall where it joins the first stone wall. The engraved grave stones have disappeared.
39.	Hall, Nordberg	Fort Ridge	9-5-1	.4 mile up Fort Ridge Rd. from the intersection of Gore Rd. and Fort Ridge Rd. On the right next to the road. Enclosed with a chain link fence and iron posts.
40.	Marshall	Fort Ridge	9-13	1.4 miles from the intersection of Gore Rd. and Fort Ridge Rd. Take the right hand fork

Alfred Comprehensive Plan, Volume 2: Data Inventory

## Appendix D Map And Index Of Cemeteries In Alfred, Maine

ID		Road	Map / Lot	
				in road and cross the big power line. The cemetery is on the left about 20 ft. from the road and about 50 ft. from the edge of the power line right of way. Two marble footstones inscribed H.M. on one and S.B.C.M. on the other. One other apparent sunken grave. The surname Marshall is conjecture based on the 1856 Map of York County showing a Marshall homestead in that general location and the letter M inscribed on both stones.
41.	Stevens	Gore	9-36-D	1.7 miles northerly on Gore Rd. from the intersection of Gore Rd. and Gebung Rd. On the right about 100 ft. from the road. Enclosed by cut granite walls.
42.	Lord	Gore	9-36-B	1.8 miles northerly on Gore Rd. from the intersection of Gore Rd. and Gebung Rd. to a stonewall on the right running easterly. Follow the stonewall about 500 ft. to an overgrown field. Gravestone and foot stone are reputed to be unmarked field stones. No walls or fence.
42 A	Bennett	Gore	9-36-B	
43.	Edgecomb	Gore	9-38-1	2.1 miles northerly on Gore Rd. from the intersection of Gore Rd. and Gebung Rd. On the left, follow the double stonewalls about 150 ft. Cemetery is over the left hand stonewall and enclosed by stone walls.
44.	Stone	Gore	10-3	2.1 miles northerly on Gore Rd. from the intersection of Gore Rd. and Gebung Rd. On the left, follow the double stonewalls about 300 ft. Cemetery is about 50 ft. to the right of the right wall. Enclosed by cut granite posts and iron bars.
45.	Smith, Stone	Gore	10-3	2.75 miles northerly on Gore Rd. from the intersection of Gore Rd. and Gebung Rd. to

Alfred Comprehensive Plan, Volume 2: Data Inventory

## Appendix D Map And Index Of Cemeteries In Alfred, Maine

ID		Road	Map / Lot	
				an old cellar hole on the left just before going down hill. Cemetery is on left about 600 ft. in on a knoll in a totally over grown field. Enclosed by stonewalls.
46.	Young	Gore	10-7	3.3 miles northerly on Gore Rd. from the intersection of Gore Rd. and Gebung Rd. The cemetery is on the left next to the road. Enclosed by stone walls.
47.	Conant, Giles, Morrison, Thing, Wentworth, Willcox	Gore Road	10-11	3.75 miles northerly on Gore Rd. from the intersection of Gore Rd. The cemetery is on the left just beyond Garland Road. The Alfred, Shapleigh Town Line bisects this cemetery. Surrounded by stonewalls.

TOWN OF ALFRED  
COMPREHENSIVE PLAN  
VOLUME 3:  
CAPITAL INVESTMENT PLAN  
2002

**Table of Contents:**

CAPITAL INVESTMENT PLAN ..... 2

    Background..... 2

    Goal..... 2

    Alfred's 1991 Town Meeting Mandate ..... 2

    Definition of a Capital Investment Plan ..... 2

    The Steps In Capital Investment Planning ..... 3

    Capital Inventory ..... 3

    Needs Assessment..... 3

    Establishing the Capital Improvements Administrative Framework..... 4

    Key Functions in Administering the Capital Improvement Planning (CIP) Process..... 4

    Volume 3, Table A-1: CAPITAL INVESTMENT PLAN FOR 2003-2013..... 6



# CAPITAL INVESTMENT PLAN

## CAPITAL INVESTMENT PLAN

### ***Background***

This volume constitutes Alfred's 10-year Capital Investment Plan. It is a part of the town's Comprehensive Plan, and is included to meet the requirements of 30-A MRSA §4326 as well as the SPO rules for Comprehensive Plans. The Capital Investment Plan is the framework and the legal basis for the town's permanent capital improvements planning program.

### ***Goal***

A goal of this Comprehensive Plan is to plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

### ***Alfred's 1991 Town Meeting Mandate***

After adoption of the last Comprehensive Plan, on March 9, 1991, the voters of Alfred approved the establishment of a permanent, ongoing, long-range Capital Improvements Plan. An appropriation of \$3,000 was approved for the establishment of a Capital Improvement Planning Account, which will be used by the Capital Improvement Committee primarily for operating expenses.

While the original committee established a Capital Improvement Plan, it became obsolete because it was not maintained and updated as necessary. For the selectmen to be able to plan for the future financial needs of the town the Capital Improvement Plan must be updated on an annual basis.

With the adoption of this Comprehensive Plan update, which includes a new Capital Investment Plan, the town is committed to re-establish a Capital Improvements Fund. Alfred will now have a dedicated tax-derived revenue source to pay for capital improvements.

### ***Definition of a Capital Investment Plan***

The Capital Investment Plan is that part of the Comprehensive Plan that identifies, in general terms, new or expanded public facilities which are needed, and sets general funding priorities. The Capital Investment Plan includes the following elements:

1. A list of major capital needs.
2. An estimate of approximate costs.
3. Setting of general priorities.
4. Probable sources of funding.
5. Scheduled target dates for implementation.

# CAPITAL INVESTMENT PLAN

When the electorate has approved the Comprehensive Plan, the Capital Investment Plan becomes the legal basis for the development of a specific Capital Improvements Plan by the Capital Improvements Committee. This is a permanent municipal body, which will add specifics to the planning process begun here. Working from the Comprehensive Plan and other documentation, the committee annually will submit a Capital Improvement Plan to the electorate for approval. The Capital Improvements Committee will annually submit its plan to the Board of Selectmen before the final review process of the budget committee is completed.

## *The Steps In Capital Investment Planning*

The three basic steps in Capital Investment Planning are:

1. **Inventory:** How much does the town have?
2. **Needs Assessment:**  
Adequacy of Facilities.  
Public opinion rating of the facilities/equipment.  
Do the residents want improvements?  
Will residents accept higher taxes to fund the needed improvements?
3. **Plan Development:**  
Set community goals.  
Decide the extent and priorities of the improvements.  
Determine targeted levels of service.  
Determine fiscal capacity and probable funding sources.

## *Capital Inventory*

Capital Investment Planning requires planning for both capital maintenance and improvement of existing capital facilities. Essential to an assessment of current capital facilities and maintenance is a clear identification of past, current, and projected expenditure and revenue trends for public facilities and transportation. This information has been obtained. Inventories of the condition of Alfred's public facilities and maintenance are included in Volume 2, Data Inventory and Analysis; Chapter 6, Public Facilities and Services; and Chapter 5, Transportation. Expenditure and revenue trends data for 1990 through 2000 are presented in Chapter 13, Fiscal Capacity. Projected expenditures and revenues are presented in Chapter 14, Analysis and Findings.

## *Needs Assessment*

The Comprehensive Plan Committee has obtained input from Town Officials and Selectmen in the preparation of this Capital Investment Plan. The table A-1 indicates the needs over the next ten years. The Capital Improvements Committee needs to follow up in the upcoming years with annual meeting(s)

# CAPITAL INVESTMENT PLAN

with each Town Department to identify their specific capital improvement needs in the upcoming years, as unforeseen problems or opportunities arise.

## *Establishing the Capital Improvements Administrative Framework*

The Capital Improvements Program is established by ordinance and will be coordinated by a permanent organization: the Capital improvement Committee. This Committee might consist of five to ten volunteers, who represent town government, those with special skills and the general public. The committee might consist of:

1. Members of the Board of Selectmen
2. Key department heads, including the Town Treasurer
3. Members of the Budget Committee
4. Members of the Comprehensive Planning Committee
5. Members of the Planning Board and Zoning Board of Appeals
6. School Officials
7. Civic and neighborhood leaders
8. Citizens with special skills: engineers, bankers, professionals and contractors
9. Interested citizens and the general public
- 10.

## *Key Functions in Administering the Capital Improvement Planning (CIP) Process*

1. **Policy Oversight:** Policies will be established that will guide the identification, approval and financing of capital improvements projects. These policies will be incorporated into ordinances to be approved by the electorate.
2. **Project Identification and Submission:** Necessary projects must be identified, and all requests will be submitted by the appropriate department or governing body to the Capital Improvements Committee. The submission process should follow specific municipal procedural guidelines, with requests submitted on standardized forms. The request forms should explain why the project is needed, describe how it relates to other programs and include a cost estimate adjusted for the anticipated year of funding. When possible, the request should indicate possible funding sources. Requests may be based on studies and/or an inventory of the current condition of the facility in question.
3. **Planning:** Individual projects should be compatible with the long-range growth concerns of the town, as stated in the Comprehensive Plan. Land use information and plans for future town

## CAPITAL INVESTMENT PLAN

growth should be considered in formulating the Capital Improvement Plan. The Planning Board will be represented on the Capital Improvement Committee and will review the planning aspects of the Capital Improvements Plan. The Planning Board will consider how the projects relate to each other, to land use ordinances, to the town's growth policies and to the Comprehensive Plan.

4. **Finance:** Financial analysis will include: (1) a review of the impact of capital improvements planning project requests for both capital and operating budgets, (2) the best possible means of financing each project among alternative funding methods, (3) estimates of debt service costs, if appropriate and (4) a check for mathematical accuracy. The Selectmen, the Capital Improvements Committee, the Budget Committee and the Town Treasurer should jointly participate in establishing overall fiscal guidelines for the Capital Improvements Planning process. The Board of Selectmen will oversee and coordinate the CIP process in accordance with the specific Capital Improvements Planning Ordinance. The Budget Committee would participate in CIP development in a number of ways: in the background financial analysis for the CIP, in reviewing the impact of each request on both the capital and operating budgets, in reviewing the overall Capital Improvements Plan to assure that it reflects the community fiscal guidelines, and in recommending projects for inclusion in the capital budget. The Town Treasurer will review the financial analysis for mathematical accuracy. The treasurer may also participate in the review of the CIP on the operating and capital budgets, in evaluating funding methods, and in estimating debt service costs.
5. **Engineering:** A preliminary analysis of cost estimates will be made by department heads and, when appropriate, by consultants, in order to determine the technical feasibility of requested projects. Additional engineering analysis will determine whether the design and specifications are appropriate to the stated need. The funding methods for engineering analyses should be clearly spelled out in the CIP. The source of the engineering funding may be the CIP operating account, the town operating and maintenance account, a CIP fund, a combination of these sources, or other sources.
6. **Review and Approval:** Capital Improvement Planning in Alfred was made mandatory at the 1991 Town Meeting. The Capital Improvement Plan formulation, review and approval process will be approved by the voters and formalized by ordinance.

# CAPITAL INVESTMENT PLAN

***Volume 3, Table A-1: CAPITAL INVESTMENT PLAN FOR 2003-2013***

<b>MAJOR CAPITAL NEEDS</b>	<b>ROUGH ESTIMATE OF COSTS</b>	<b>GENERAL PRIORITY SETTING*</b>	<b>PROBABLE FUNDING SOURCE</b>
<b>Road Improvements</b>	\$500,000 over five years, or \$100,000 per year for five years	1	Taxes/grants
<b>District #5 Schoolhouse Restoration</b>	\$10,000	4	Taxes
<b>Ambulance</b>	\$135,000	3	Taxes
<b>Sand Storage Building</b>	\$125,000	3	Bond/Taxes
<b>Tanker</b>	\$125,000	3	Bond/Taxes
<b>Library Improvements</b>	\$25,000	2	Taxes
<b>Transfer Station Press/Bailer</b>	\$15,000	2	Grant/Taxes
<b>Cardiac Monitor</b>	\$25,000	3	Grant/Taxes

\*Priority Setting

1=Immediate Need - to remedy danger to public health and safety.

2=Necessary Within 3 Years - to correct deficiency in existing facility.

3=Future Improvement Within 4 - 6 Years - Desirable, but funding flexible, no immediate problem.

4=No Immediate Need - can wait. More study may be needed.